

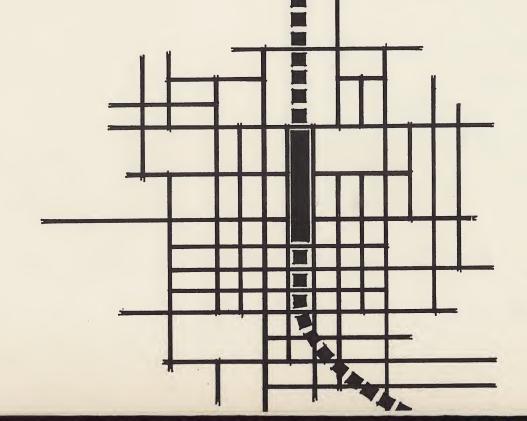
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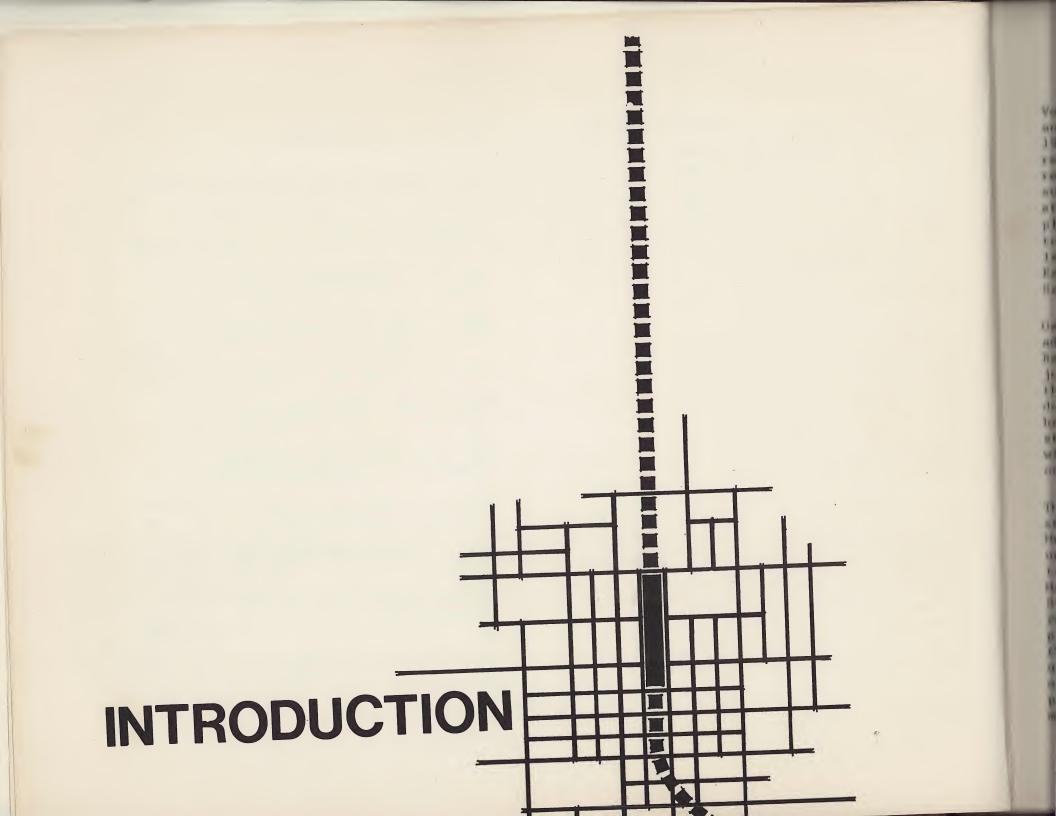
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Voters in the Counties of Alameda, Contra Costa, and San Francisco went to the polls in November 1962 and approved the development of a \$1 billion regional rapid transit system, the largest regional public works bond issue in history. The successful referendum culminated a decade of studies and proposals for rapid transit, initially planned for a nine-county system, later reduced to five counties and finally three. The system is scheduled for completion and operation in the East Bay in Spring 1971, the connecting link to San Francisco by Fall 1971.

Oakland will be the geographical center and administrative headquarters for the 75-mile Bay Area Rapid Transit (BART) system. The juncture of the three radial East Bay lines and the trans-Bay line to San Francisco will be in downtown Oakland. The three county system will have a total of 34 stations. Eight of these stations will be located within Oakland; three within the Central District area, five in the outlying areas of the City.

The areas surrounding the three Central District stations—the 19th Street, 12th Street, and Lake Merritt Stations—have been included in the study undertaken as a part of the Oakland Central District Plan. The other five stations—the Rockridge, MacArthur, West Oakland, Fruitvale and Coliseum Stations—are the subject of this report which represents the findings of a City Planning Department study of areas immediately surrounding these five non-central stations. This study was undertaken as part of the 701 Program of the City of Oakland, a project made possible by an urban planning grant to the City from the U. S. Department of Housing and Urban Development.

PURPOSE AND SCOPE OF STUDY

The City Planning Department Staff has undertaken this study to investigate the likely impact of rapid transit in the areas immediately surrounding transit stations. Each of the five outlying stations has been studied with these primary objectives:

- 1. To assess changes which are likely to occur around these transit stations.
- To assist in determining what kinds of public action might be taken to reduce any possible adverse effects of the BART system upon the surrounding community.
- 3. To determine ways to maximize the potential opportunities resulting from the improved regional accessibility of the station areas.

The study area for each station has been what was considered a convenient walking distance from the station, generally a one-quarter to one-half mile radius around the station entrance. Within this area basic surveys and analyses were made of land use, building conditions, zoning, assessed values, and trends of investment. The staff conducted a series of round table discussions with realtors. economists, developers, lenders, community representatives, architects, and public officials to seek out information from leaders in these fields as to anticipated development demands and potentials in the study areas. Findings from these studies and discussions were used by the planning staff to determine a range of alternative planning objectives in each area.

HISTORICAL EXAMPLES OF RAPID TRANSIT IMPACT

Rapid transit effects in the Bay Area context cannot be readily assumed from those which occurred in other regions now served by rail rapid transit. However, a comparison of the differences between systems is valuable.

The New York subway and elevated rapid transit system was built largely between 1900 and 1920. The impact of the transit system on real estate was evident both in increased land values and building intensity within walking distance of stations (increases from 5 to 15 times previous value), and property appreciation throughout New York City. It is important to realize that the New York transit system was developed when travel from home to work by automobile was not a practical possibility for most people.

Later extensions of the rapid transit line have resulted in a much more moderate intensity of development than that associated with the initial phase of transit construction. During the time when these later extensions were being added to the transit system, much of the regional development pressure was dispersed in low-density suburban tract developments further east in Long Island, which depended initially on freeway rather than transit access to New York City.

In Cleveland, Ohio, the rapid transit system was built in two stages. The Shaker Heights line, completed in 1920, created a property value differential of nearly \$2,000 in favor of the homes built near the line over properties outside walking distance from the stations. The new 15-mile system built in 1955 has generated a signifi-

cant concentration of apartment and commercial buildings near its 16 stations.

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Toronto's boom in building near its rapid transit stations, particularly those along the original 4½-mile Yonge Street line built in 1953, has been documented. Near the outer terminal station at Eglinton, initial development impact occurred mostly within a five-minute walking distance of the station. By 1962, 500,000 square feet of commercial development had grown up close to the station site. Multi-story apartment buildings tended to be developed several blocks beyond because of zoning and land availability factors, and was noticeably less concentrated than commercial development. In 1961 approximately 2/3 of the 1833 new apartment units were found to be in the one-bedroom size range. Office development has also tended to be somewhat scattered around the Eglinton Station. For company offices, professional and financial consultants, this station area will continue to be one of Toronto's prime locations.

This is not, however, the whole story of the impact of Toronto's rapid transit system. It was pointed out in one of the roundtable discussions conducted as part of this study that the later addition of an 8-mile Bloor-Danforth transit line in 1963 has not immediately triggered a similar boom. The suggestion was that pent-up investment was released in the 1950's on sites for offices and apartments which were very competitive with expensive downtown sites. Stations opened in 1963, however, did not enjoy this semi-monopoly and apparently gained only a more thinly-distributed increment of development. 3

OPERATIONAL CHARACTERISTICS OF THE BART SYSTEM

Oakland's segment of the BART system will include approximately 12 miles of track, almost 10 miles of which will be on aerial structures. These aerial structures create particular problems of neighborhood division and obstruction of access. In fact many residents have expressed an anxiety that these elevated transit structures will contribute to visual blight and eventually lead to physical blight. At the very least, organization of land use around these structures must sensitively relate to their unavoidable dominance as a physical element in the urban landscape.

As the schematic map on page 6 suggests, the rapid transit system is to be essentially radial in nature although it has linear characteristics in much of the East Bay area. The physical center of the four radial legs is downtown Oakland, but the greatest accummulation of patronage is expected to occur in San Francisco. Of the passengers originating along both the Richmond and Fremont legs of the BART system, it is expected that about half will have local destinations in the East Bay; the other half will continue across the Bay to San Francisco. Only one-third of the passengers originating on the Concord leg, however, will have local East Bay destinations, the other two-thirds having destinations in San Francisco. 4

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Projected figures for 1975⁵ indicate that nearly one out of every three public transit trips in the Bay Area will use BART trains for at least part of the trip. Proposed plans for coordinating BART with existing public surface transit are based upon the principle of maximizing the use of BART trains wherever possible, since it is hoped

these trains will have the greatest appeal to passengers.

A general pattern of projected train usage is that downtown stations near centers of commercial and office activities, rather than residential, will "attract" passengers. Conversely, stations located some distance away from downtown areas. and characterized mainly by residential development, will tend to "produce" passengers. The extreme of this tendency is projected for San Francisco's Montgomery Street station, where 95 percent of the passengers will be "attractions." With increasing distance away from these downtown stations, the general pattern is a decreasing percentage of attractions, falling below 5 percent in some suburban areas. There are notable exceptions to this pattern which will be indicated in the individual station reports.

The projected speed and comfort of BART trains, averaging three or four times as fast as present AC Bus Transit and Muni Railway operations, is expected to cause significant changes in Bay Area commuting patterns. Better than 30 percent of the Bay Area's people who now travel to work by auto are expected to use rapid transit instead by 1975. The overall effect of the diversion from auto to BART commuting will be equivalent to adding the capacity of another Bay Bridge in delivering East Bay residents to downtown San Francisco every morning. 6

TRANSIT EFFECTS ON REAL ESTATE

As indicated in the final report of the Southern California Rapid Transit District, 7 the theory

of rapid transit's relation to real estate prices involves an exchange of higher costs for a parcel of land in return for greater efficiency in land use brought about by its high accessibility. The effect which rapid transit stations might have in appreciating land values nearby may not be counted as either a net benefit or a direct cost to society, but only as an internal transfer within the economy. Certain property owners may benefit from the appreciation, but buyers or renters of this property must pay increased costs as a result.

There is a tendency, however, for rapid transit to cause a net increase in the total real estate value of the community. Increased value of well-located parcels reflects anticipated savings in travel time and costs between origins and destinations. Potentially greater economic efficiency of the area—for either housing, commercial or other purposes—may attract new development capital to the community and concentrate it near one or more particular stations. Such new capital plus some of the savings of travellers' cost bid up the price of certain real estate. The resulting higher property costs in turn provide an incentive to develop such properties for maximum "yield."

BART'S INITIAL IMPACT ON BAY AREA REAL ESTATE

In the San Francisco Bay Area, signs of changed investment patterns are emerging only very slowly. San Francisco is undergoing a sizable boom in high-rise office construction. Some of this is undoubtedly owing to the expected magnification

of the City's role as financial and business center to the region, reinforced and protected by connection to a regional rapid transit system. Away from this center, however, only minor and scattered transit-related investments have occurred. Reports of large land value increases near stations have been related primarily to suburban locations, which only quite recently have come under development pressures of any kind. This suburban land in some cases was previously zoned for agricultural or low-density development. The prospects of BART access raised expectations for higher intensity development and therefore increased the value of such land for an investor. In such cases it is not surprising that well located parcels may have increased by 50 percent or more over their previous modest value.

In many of the closer-in, older areas along the line, however, potential locational advantages of property near stations have not attracted investment on any significant scale. Oakland Planning Department surveys of non-central station areas have uncovered very few instances where investors purchased land with a clear-cut expectation of developing it to utilize rapid transit facilities.

This evidence of hesitation in some segments of the BART line is not unexpected. Historically, even in New York and Toronto, investor response has largely awaited completion and commencement of operation of the transit system. In California's auto-oriented style of living, caution may be even more understandable.

The fact that the entire 75-mile system is being built at once undoubtedly has a significant in-

fluence on investment. Developers looking for residential, commercial, or other sites need not pay for developed land in an older district in order to be close to BART. They have the option of acquiring less expensive, vacant land in a more affluent suburban location just minutes further away by rapid transit. In the near term the outlying areas will dissipate some of the capital which might otherwise have gone to rejuvenate aging developments now surrounding many East Bay station sites.

One of the central premises of this report is that the five specific stations studied will not inevitably attract vast amounts of development capital just by virtue of their attraction for transit patrons. The amount of investment in each area will depend on special attributes of each, to a large degree independent of the BART stations unless special efforts are made to exploit the opportunities offered by BART. The study is designed to explore present and future conditions which might become the basis for turning rapid transit station functions into a catalyst for community enhancement.

SUMMARY OF STUDY FINDINGS

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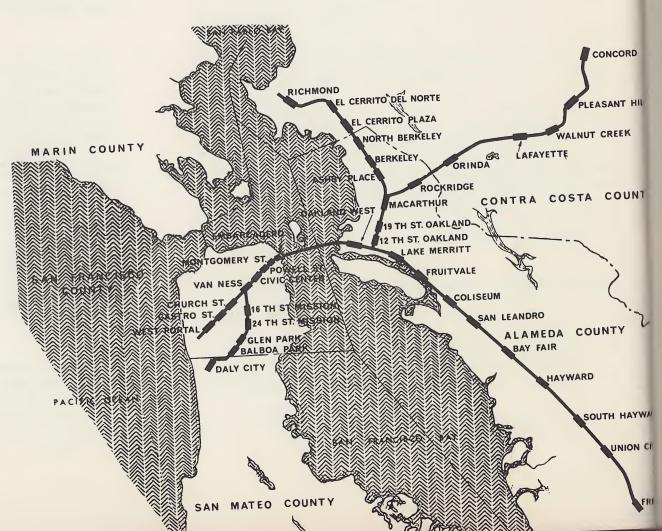
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1. Although rapid transit is a people-serving facility, the areas surrounding the Oakland stations surveyed will not provide a pleasant environment for users or residents unless measures are taken to handle the movement of large numbers of cars and pedestrians in a limited area.

- 2. The areas surrounding the BART stations are generally of mixed, conflicting land uses. Housing is intermingled among industrial properties, commercial developments scattered along major arterials. Land parcels are generally small and under multiple ownerships, their interrelationships under no unified control. Alteration of present land use conditions would require land assembly on a large scale which would be difficult without public assistance.
- 3. Any program for improving or altering present land use conditions in the station areas must take into account the special needs of people living there. Many of these residents are living in pockets of residential land surrounded by factories, warehouses and land devoted to other incompatible uses. These residents remain because of economic and social restraints, most often related to poverty, old age or minority group status. Private means for property maintenance are therefore very limited. Those who own their own homes would be unable to sell at a "fair market value" and replace such housing elsewhere in the city. Those who rent have no housing of equally low cost available to them.
- 4. Poor environmental conditions such as those indicated above discourage private investment, particularly in a situation where many more attractive station locations are becoming available at the same time outside of Oakland.

BAY AREA RAPID TRANSIT





Earlier rail commuter systems, located in similar blighted areas of conflicting land uses, have failed to generate significant investment needed to improve the residential, commercial, or employment situation near stations. Left entirely to free enterprise, the real estate market seems to recognize such places as merely transfer points for destinations outside the area.

Despite the foregoing problem associated with Oakland's transit station areas, there are also opportunities. With regional accessibility, the areas around the station have strong locational advantages to attract in vestment to these areas. All of the stations are in close proximity to high capacity freeways and major arterials. The combination of transit and freeway access could diversify and magnify the potential for private investment.

Large scale commercial and employment centers, drawing upon a widely spaced clientele and labor supply, could benefit from a location near a rapid transit station. Like freeway interchanges, station areas could become nuclei for many activities.

Scattered private investments have continued to occur in station areas, but with little relationship to the pattern of activities which might be anticipated in the vicinity of an operating transit station. An explicit and well-publicized plan could encourage such investments to relate to

some logical framework and create a climate of greater investor confidence in the long-term future of these areas.

- In each of the station areas, investments 7. in public facilities and services have recently been made or proposed. Like private investment though, very little explicit connection to rapid transit potential is apparent. Station area development plans might be implemented by using these local public expenditures in a coordinated way to achieve specific public objectives, such as stimulation of commercial activity. expansion of employment and widening of cultural opportunities. This coordination should be planned through the City's Resource Allocation Program, a procedure now being initiated for rationalizing capital expenditures in Oakland.
- 8. Where desirable, more vigorous implementation of plans might be achieved by using local expenditures such as the BART stations and other capital improvements as a basis for Federal matching funds in a renewal program. Alternatively, the State's Community Redevelopment Law could be employed to undertake projects using the tax increment procedure.
- 9. Relatively simple changes in zoning boundaries, some local street closures or realignments, design controls, and landscaping may be sufficient to implement the public sector's role in achieving a desirable pattern of development within some station areas.

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NEXT STEPS

The following discussions of individual station areas are a beginning step for determining appropriate actions for improving these areas. This report is not intended to present final policy proposals, but is rather a descriptive profile of each station area. The history, existing conditions, problems, and opportunities surrounding these stations point to certain suggested programs of action; however, any final proposals should await community discussion and approval. This report, then, should be considered a resource document for discussions among neighborhood groups and as a framework for future development decisions.

Next steps as follow-up to this report might include meetings scheduled with residents of these areas to pursue the proposals suggested from this study so far. The guidelines provided herein should be further refined to become meaningful for future programs of actions.

REFERENCES - INTRODUCTION

- 1. Alan M. Voorhees and Robert Gladstone Associates, <u>The Impact of Rapid Transit</u>, (Washington, D.C., 1962), p. 53.
- 2. <u>Ibid.</u>, p. 53.
- 3. <u>Fruitvale and Coliseum Stations: Bart Impact</u>,
 Round Table Discussion, (Oakland: City
 Planning Department, January 17, 1968).
- 4. Simpson and Curtin Transportation Engineers,

 Coordinated Transit for the San Francisco Bay Area-Now to 1975. (San
 Francisco: Northern California Transit
 Demonstration Project, 1967), p. 108109.
- 5. Ibid., p. 109.
- 6. <u>Ibid.</u>, p. 111.
- 7. Stanford Research Institute, Southern California Rapid Transit District Final Report, (Los Angeles, May 1968), p. SRI 14-15.
- 8. <u>Ibid</u>., p. SRI-14.
- 9. <u>Ibid.</u>, p. SRI-14



More Nockridge Station area study is one in a prime of area studies undertaken by the Oakland City Planning Department to determine the likely impact of rapid transit in the areas modiately surrounding transit stations. As part of the station area studies, the Planning staff conducted a series of round table dismunions with developers, economists, realtors, londers, architects, community representatives, and public officials to determine the likely development which leaders in these fields antimipate. Participants in the round table dismunion for the Rockridge Station area were:

- Ward Belding, Economic Analysit, Bay Area Rapid Transit District
- Alan L. Bingham, General Manager, A-C Transit District
- Edgar M. Buttner, Real estate investor and President, Buttner Investment Corporation
- Paul DeAlva, Community Representative from the North Oakland District Community Council
- Harold A. Ellis, Jr., Realtor, Appraiser, and President of Grubb & Ellis Company

- Roger D. Jacoby, Senior Vice President, Fidelity Savings and Loans
- Gerald M. McCue, Architect and Partner, McCue Boone Tomsick Architects
- Norman Murdock, formerly Director of City Planning for the City of Berkeley
- Robert Pitts, Regional Administrator, U. S. Department of Housing and Urban Development
- Walter Taylor, Realtor, B-Ami Realtor and Property Management Company

The preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program Authorized by Section 701 of the Housing Act of 1954 as amended.

HISTORICAL INFLUENCES ON PRESENT DEVELOPMENT

Subdivision of land in the Rockridge Station area first began in 1903, when 2-to 3-block subdivisions were laid out on land until then recorded as part of the Peralta Reserve. Further subdivisions occurred rapidly, so that by 1911 lots were staked out progressively further towards the hills along Broadway. Later filling in of vacant tracts formed a definite residential district between Claremont Avenue and Broadway, with College Avenue appearing to bisect its rectangular form. Fifty-seven percent of the housing units in this general area were built prior to 1919, and 86 percent prior to 1929.

Werner Hegemann's "Report on a City Plan for Oakland and Berkeley" prepared in 1915 includes a photograph of homes along Keith Avenue between College Avenue and Broadway. Such homes were typically on lots 50 X 100 feet in size, selling at \$50 per front foot; the houses were usually in the \$4000 to \$8000 range. Considering that in 1913 82.4 percent of Oakland's dwellings were built to sell for less than \$2500, these Keith Avenue homes were of high cost. A number of these homes were recently removed to make way for the combined Grove-Shafter Freeway and BART lines.

The main commuter transportation link in 1909 was the College Avenue trolly car line. This, of course, helps to explain the linear commercial development along that thoroughfare. In Hegemann's view it also exemplified the best means of making new land accessible for settlement, widely distributing land values rather than concentrating them. He compared this tendency of

American cities to allow individual homeowners to live in "country-like" surroundings at moderate prices, with antiquated European cities where concentrated real estate values resulted in overbuilt tenement conditions. Hegemann attributed the difference to both the relatively advanced state of mass transit in the U.S. (electric rail lines) and to housing customs which encourage independent home ownership. He stated further that such homes "can justly be considered the pride of American city building, and they must by proper planning be protected against invasion by tenement and factory and against overcrowding."

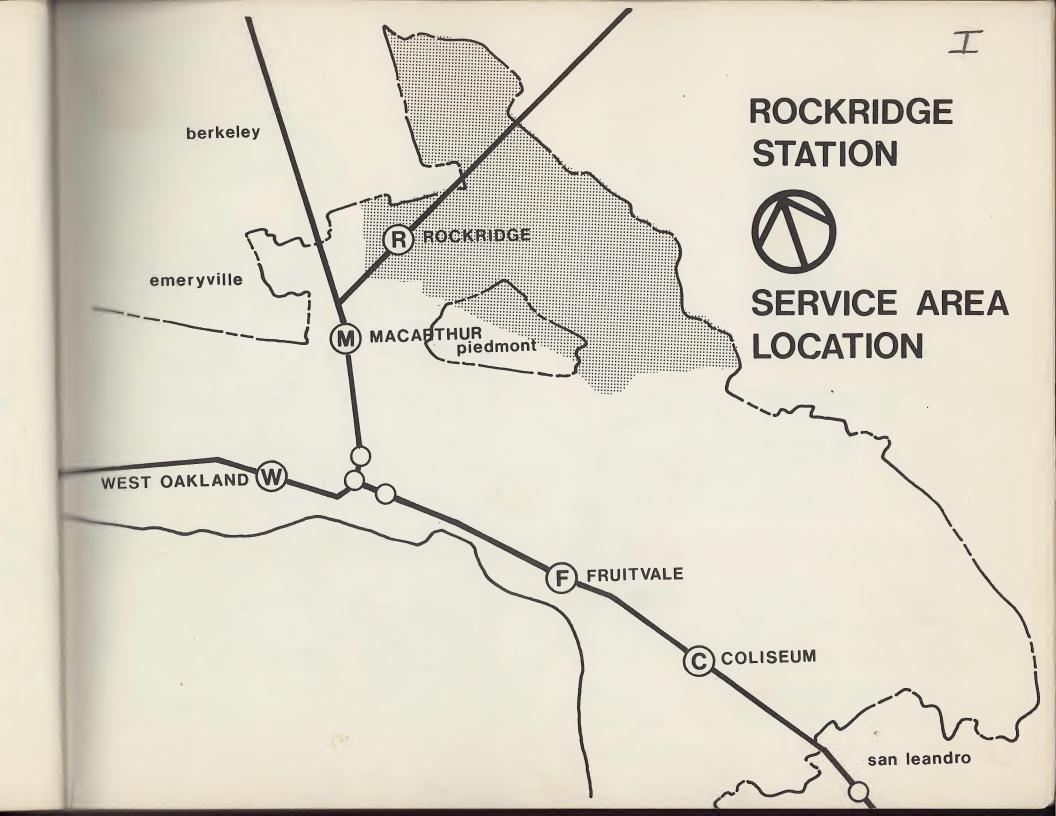
By design or by accident, Hegemann's injunction has been carried out in the Rockridge area. Most of the area on both sides of College Avenue still has middle— to high—income residential character. Favorable building sites and views had some role in this stability; location near major auto routes from the City to the highly prized hills also is important, especially as these routes circumvent rather than penetrate the Rockridge district.

SOCIAL AND ECONOMIC INFLUENCES ON DEVELOPMENT

Of all the BART stations considered in this study, Rockridge is the only one not located in an anti-poverty Target Area. About 1/3 of the employed male work force in this general areall is in the professional and managerial categories. Almost 3/4 of the households own at least one car. Median value and median gross rents (\$22,500 and \$105, respectively) in 1966 were about 10 percent higher than the citywide average.







If any single demarcation line could be drawn to separate higher from lower social-economic neighborhoods, it would be College Avenue running north and south. Houses west of College Avenue are on the whole less expensive-looking than those toward the hills, and there is generally less visual amenity in the form of street trees. Even so, the division in quality on the two sides of College is not abrupt. The introduction of the Grove-Shafter Freeway and BART route through this district is almost perpendicular to College Avenue and thus does not solidify the boundary dividing "foothill" from "flatland" development.

PROGRAMMED PUBLIC IMPROVEMENTS

Claremont Junior High School located northeast of the station is in need of some expansion according to the 1964 report by the Citizens' Advisory Committee. This may be undertaken if a citywide school bond issue gains approval by the voters in 1970. Incidental street and curb changes have already been achieved in conjunction with local street rerouting for the freeway.

THE BART FACILITY

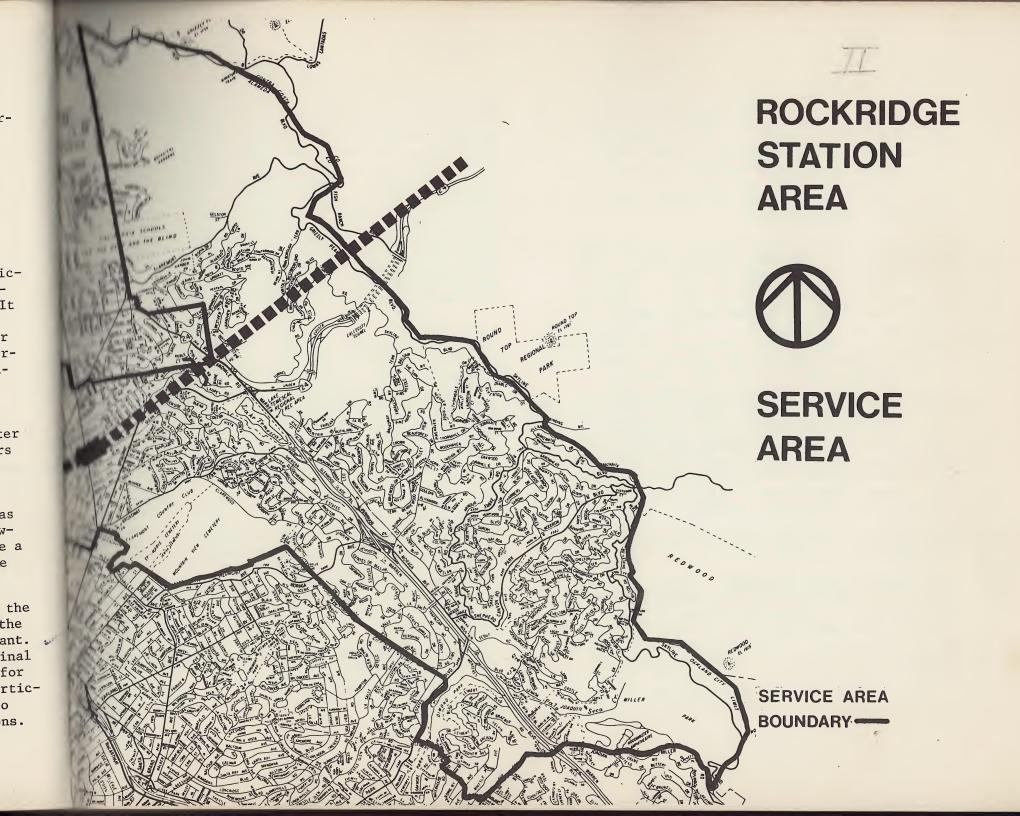
This station, as shown in the illustration, is built in the dividing strip of the Grove-Shafter freeway. The combined structure is built on an earth berm some 22 feet above grade level. Open space beneath the structure allows parking space for 500 cars west of College Avenue, with 250 spaces to be added later on the east side. The station itself, designed by architects Maher & Martens, features a suspended roof canopy held

by an exterior framework. The colors and materials of the station's construction appear to offer a pleasing contrast to the expanse of concrete presented by the transportation viaduct. Costs of the station development will total \$6.4 million.

PASSENGER VOLUMES AND ACCESS TO THE STATIONS

The area location map on page 15 shows the anticipated tributary zone from which Rockridge station's passengers are expected to originate. It extends quite far to the southeast, including most of Oakland's hill residential areas as far east as Fruitvale Avenue. The size of this service area is apparently based upon the comparative ease of travelling north-westward on the Warren Freeway by 1975, transferring to the Grove-Shafter Freeway on an interchange to be completed in 1970. An off-ramp from this latter freeway at Ivanhoe Road will deliver passengers almost directly into the station plaza area. "Kiss and Ride" and homeward-bound peak hour traffic can reenter the freeway by an on-ramp just above Broadway. Freeway access from areas to the southwest is much less convenient. However, passengers from this direction will have a wider choice of routes to the MacArthur or the 19th Street stations.

The peculiar position of Rockridge station as the last one on the Concord line before entering the tunnel through the hills may be very significant. In a limited sense, it becomes a kind of terminal on the line insofar as it is more convenient for people some distance away to drive to that particular station rather than through the tunnel to the east, or on local streets to other stations.



The attraction to Toronto's Eglinton Station of concentrated residential and commercial investment was attributed partly to the fact that it is a terminal station on the transit line. Rockridge station may be in a somewhat comparable strategic location. An important limitation, however, is the scarcity of developable open or inexpensive land in the area.

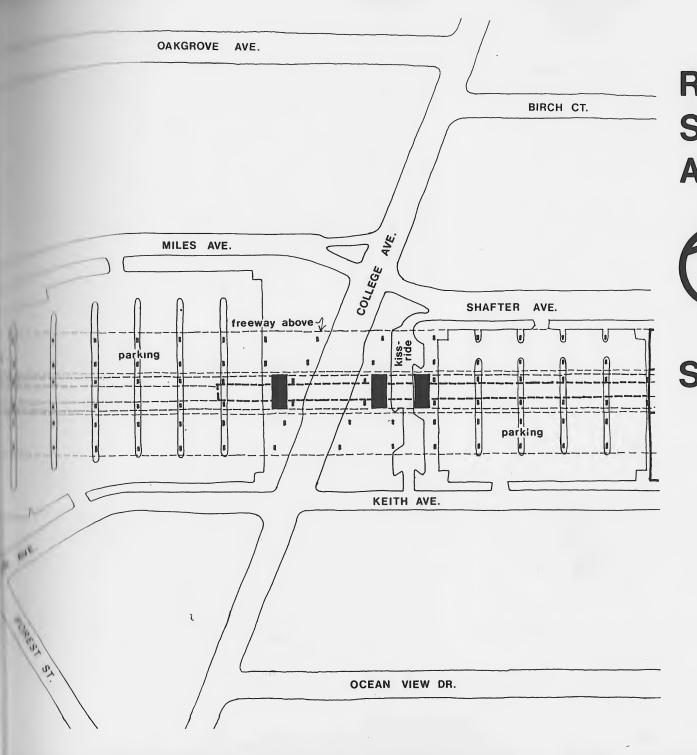
Bus Service. People travelling to the Rockridge BART station by bus in 1975 are expected to constitute about 45 percent of the total weekday patronage. 12 Preliminary proposals for 1975 bus service 13 envision the continuance of routes 17, 51 and 58, and a diversion of the "E" route, which together would bring passengers from Berkeley and northeast Oakland down College Avenue to the station. However, bus routes from the southeastern part of the Rockridge tributary area including Montclair and Piedmont will continue to bypass the station area, continuing instead via Broadway to downtown Oakland. Therefore the only easy access from these thinly populated hill districts would be by private vehicles. About 2000 patrons, half of the Rockridge station's total potential patronage, live in this broad area. The need to close this transportation gap and a proposed means for doing so are discussed later in this report.

Other Means of Station Access. About one-fourth of the 1975 BART patrons at the Rockridge Station are estimated to arrive and depart as pedestrians. For comparison, this is less than half of the proportion of pedestrian arrival at the downtown San Francisco stations, but more than double the proportion at such suburban stations as Walnut Creek and Concord or Oakland "collector" stations at Fruitvale and Coliseum. It is

very close to the expected proportion at Berkeley's Ashby Place and north Berkeley stations. Automobile travel to the Rockridge Station is also expected to account for approximately one-fourth of the total passengers in 1975. This figure is typical of stations located in what might be termed the "inner ring" of older established suburban areas in the Bay region. It seems to reflect a combination of low-density, automobile-served residential patronage balanced with a tendency of the areas near stations toward medium-high density rebuilding, as well as fairly efficient surface public transit.

LAND USES ANALYSIS

Commercial. The accompanying land use máp and schematic diagrams illustrate that the station straddles Rockridge's main retail commercial street. This College Avenue retail strip has for the most part a local neighborhood orientation, and is not well suited to serving a wider district because of the virtual absence of off-street parking. This is especially true of the establishments south of the station site toward Broadway. In this direction, where the old Chimes Market and Chimes Theater once thrived, a "dead space" in retail activity seems to occur about midway between the station site and Broadway. A feeling that this locality presently lacks any great commercial promise seems to be reflected in the lack of significant recent building investment. Further south toward Broadway, noticeable new construction of apartments and healthy retail activity is related closely to the expanding campus of the California College of the Arts and Crafts (CCAC). Establishment of the new Rockridge shopping center across Broadway near the CCAC campus



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ROCKRIDGE STATION AREA



SITE PLAN

exerts a competitive pull away from the older, crowded shops along lower College Avenue.

North of the station toward Berkeley a different pattern may be emerging, typified by the new Lucky supermarket with 97 off-street parking spaces. In this direction the trade area is somewhat enlarged by proximity to major arterials such as Claremont and Alcatraz Avenues. Recent developments have involved assembly of small parcels for larger-scale commercial development. The Lucky Store, the Bank of America, Dreyer's Ice Cream, and several service stations in this vicinity all occur on fairly large parcels and have some open space on their sites for parking. Commercial zoning boundaries have been extended further into residential districts on both sides of College Avenue.

Both north and south of the station, retail establishments are noticeably restrained in their display of signs.

It is important to note that many of the shops both north and south of the station site, often in older quarters, are fairly closely linked in their market orientation toward home decoration -- antiques, interior decorators, rugs, paintings, furniture. These shops tend to give the shopping area a special character which might be built upon.

Office. There are numerous small offices scattered along the College Avenue retail strip. They are typically 1- or 2-man spaces on the second floor of a retail establishment. They



are generally local service activities, such as real estate and insurance agents, accounting services, and doctors' offices.

<u>Institutional</u>. Claremont Junior High School is located just north of the station; the Catholic Saint Albert's College is one block beyond the Junior High School. A city library, now in rented quarters, is on the corner of College Avenue just across from the BART parking lot. Except for two churches, each several blocks from the station, there are no other significant institutional land uses in evidence.

Residential. As was mentioned earlier there is a general tendency for the quality of housing to improve as the BART-Freeway route turns east from Telegraph Avenue toward the East Bay hills. From the Temescal shopping area to the College Avenue station, houses are predominatly of frame construction, 30 to 40 years old, and are built on

Homes are generally wellminimum and, as they approach the rising ter-Tall near College Avenue, enjoy some views of the In the to the east and southeast. Below College, there are few notable instances of Duplexes and triplexes the mentioned through the primarily single-family as tehborhood.

Manya College Avenue, average lot sizes increase mollowably to around 7500 square feet. Houses Appear larger and rows of street trees are com-Just as below College Avenue, there is a Manificant number of small apartments distributand among single-family houses.

The length, breadth and connections of attents directly influence land uses adjacent to Them and consume land themselves. The residen-Ital streets which surround the Rockridge Sta-1100, especially where they intersect with major accords exemplify outmoded street design stand-They make acute angle intersections with The major streets, causing difficult and dangerraffic situations. In addition, they result In triangular parcels which are hard to develop In a satisfactory way. Moreover, at least five offset intersections have been established along College Avenue between Claremont and Broadway, making smooth and safe passage through them even more difficult.

Construction of the freeway and transit struc-Ture has resulted in few alterations in the local atreet system. Pryal Way between Keith and Shaffor Avenues was closed and replaced by a connection just 300 feet east via Presley Way. Miles Avenue was closed on the southwest side of the

freeway berm, and diverted into Forest Street on the northeast side. Shafter Avenue was diverted to connect with Keith Avenue on the southeast side of the freeway.

The freeway off-and on-ramp system will establish a one-way couplet above College Avenue. The initial operation of Keith and Shafter Avenues in this fashion will serve traffic originating in an easterly direction, generally in the hill residential districts. As the illustration shows, kiss-and-ride traffic moving west on Shafter Avenue will turn south beneath the transit station, drop passengers off, and return eastward via Keith Avenue. The volume of this traffic may amount to 150 to 200 cars in each peak-hour period.

Circulation of automobile traffic below College Avenue does not appear to be so simple. In the first years of BART's operation, there will be only 500 spaces beneath the structure, bounded by Forest Street, Miles, Shafter and College Avenues. It should be expected that several hundred automobiles bound for all-day parking stalls will have to cross the intersection of Shafter and College Avenues in the morning peak hour. Until the second all-day parking lot for 250 cars is built on the east side of College Avenue, it appears that the capacity of these two intersections will be severely taxed during peak hours, causing significant delays. A secondary and potentially damaging effect would be for delayed drivers to seek alternative routes to the parking area through adjacent residential neighborhoods, or even to park their cars on the street in those neighborhoods and walk to the station.

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Another potential threat to land use stability may arise from the several hundred cars which may be expected to originate from residential areas southeast of Broadway. These areas, it should be remembered, have no proposed direct bus service leading to the Rockridge or MacArthur stations. These several hundred commuters are now presumably absorbed in the automobile flow along Broadway and/or Telegraph Avenue during peak hours. By 1975 they may instead use College Avenue to get to or from the station area. The intersection of College and Broadway is presently congested during peak hours; the additional traffic would aggravate present delays and encourage a tendency to seek alternate routes along through, relatively parallel residential streets.

Zoning Patterns. Residential zoning in the Rockridge station area now is mostly R-50 (Medium Density Residential) between Broadway and Claremont Avenues (see zoning map on page 23). However, many of the parcels so zoned south of the station are less than 4000 square feet in area, and only one dwelling unit per parcel is permitted under the current zoning ordinance. Existing two-and three-family dwellings on such parcels are non-conforming and cannot be much expanded. In effect, the predominant existing single-family development is solidified by zoning.

North of the BART station and southeast of Broadway, where typical lot sizes are about 7500 square feet, residential areas are zoned R-30 → (single-family). Practically the only properties now subject to development in medium density structures are those large parcels along Birch

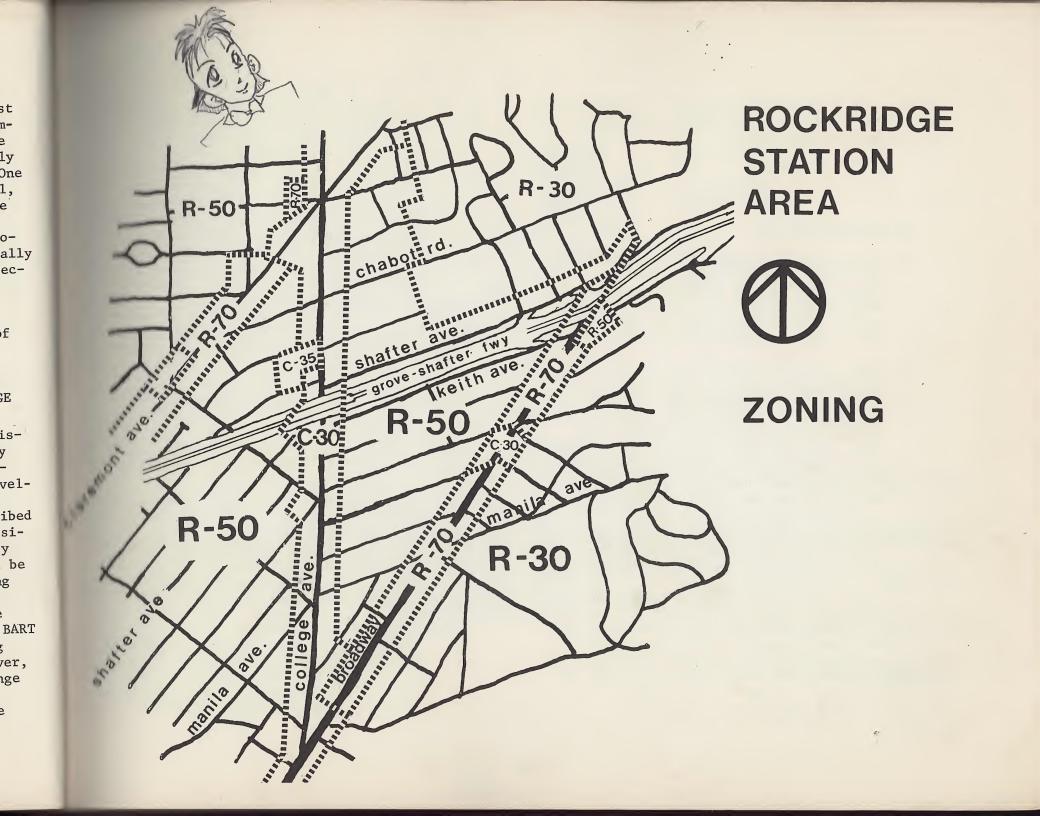
Court, Oak Grove Avenue and Chabot Road.

Commercial zoning along College Avenue is almost entirely in the C-30, District Thoroughfare Commercial Zone. This zone is intended to promote a wide range of retail establishments, typically those appropriate along major thoroughfares. One lot is zoned C-35, District Shopping Commercial, to accommodate the Lucky Supermarket. The zone is intended to promote a wide range of retail establishments in compact locations oriented toward pedestrian comparison shopping, and typically appropriate to commercial clusters near intersections of major thoroughfares.

In general, existing zoning and existing land uses are very close, with very few instances of nonconforming uses.

SUGGESTED PLANNING GUIDELINES FOR THE ROCKRIDGE STATION AREA

During the Planning Department's roundtable discussions on BART, some participants repeatedly emphasized the natural advantages of the Rockridge station area for high-rise apartment development. Of all the BART stations outside the Oakland Central District, this area was described as the one most attractive to investors in residential building. Emergence of a high-density urban sub-center related to the station would be a dramatic alteration of the area's prevailing low-density character. Such an alteration > appears necessary and desirable to capitalize upon the high transportation capacity of the BART system, to take advantage of the rejuvenating investment interest resulting from it. However, the implications of this kind of density change should be traced to avoid destruction of the area's basic residential appeal. Some of the



following guidelines are intended to suggest further inquiry and discussion of the probable impact of BART by 1975 and 1985.

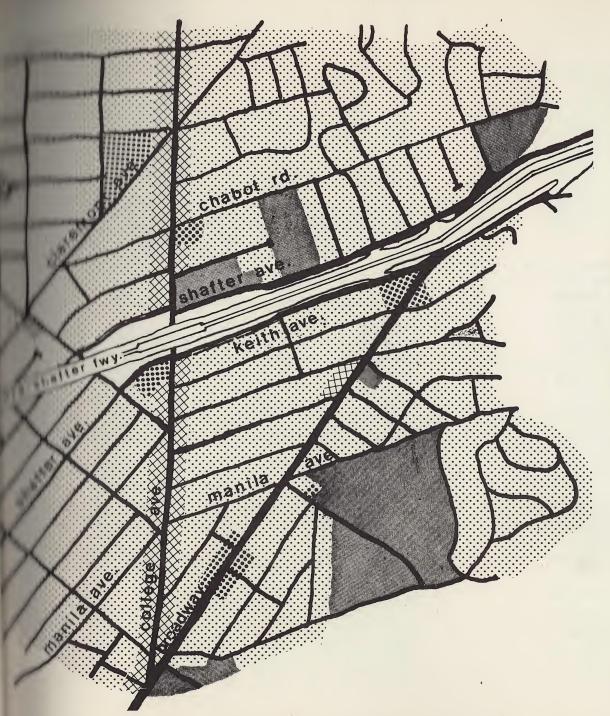
1. Residential Land Use

- (a) Areas presently suitable for multifamily development might be considered most logical for initial concentration of high-density apartments. This would primarily result in a cluster in the northeast quadrant of the station area.
- (b) Other areas deserving close consideration for increased density would be those adjacent to the frontage roads leading from the freeway to parking lots. With the advent of heavy peak hour traffic along these roads by 1971, single-family housing amenity will be seriously affected. Many of the affected properties along Keith, Shafter and Miles Avenues are such small lots that permitting increased density would stimulate such development only if some additional incentive were added to encourage assembly of parcels.
- (c) Other locations suitable for high-density apartments might include part of the present retail frontage along College Avenue near Manila Avenue, where the station's retail-stimulating influence may not be very great but where properties might be relatively inexpensive to assemble for apartment development.

- (d) The distribution, phasing, and amount of residential density increases should be closely related to improvement of public facilities in the station area described below.
- (e) Increases in density, especially for family use, should be permitted in areas with good pedestrian access to the station (less than 2000 feet away). Streets should be pleasant as well as safe.

2. Commercial Land Use

- (a) A proper balance of pedestrian-oriented and automobile-oriented commercial activities should be related to the BART station's passenger flow, as well as to adjacent residential development. The presing question is, where should these respective kinds of commercial use be located with reference to major traffic arteries, and how insulated from one another?
- (b) Beyond the amount of convenience retail space to be absorbed by concessionaires in the BART station itself (figures yet to be supplied by BART's marketing consultants), the characteristics and quantity of additional retail potential should be carefully analyzed.
- (c) Presently the commercial strip along College Avenue seems to have a primarily local neighborhood trading area. Some expansion of this market may be anticipated as a result of Rockridge Station's extensive tributary area. However, the



ROCKRIDGE **STATION AREA**

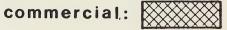


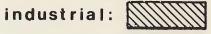
LAND USE

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competitive influence of the new large shopping center adjacent to the CCAC campus must be acknowledged, and useless duplication of its facilities avoided. Specialization of the College Avenue shopping area seems to be called for, perhaps based upon entertainment, cultural and decorative businesses. Residential density increases would diversify the convenience retail market.

(d) The 60-foot width of College Avenue severely limits the amount of traffic that can be accommodated, without interfering with the probable congestion to be expected with BART commuters by 1975. This would limit the commercial growth.

In the absence of street widening along College Avenue, should additional commercial space be allocated to the properties along the Keith, Shafter and Miles Avenue frontages? These will be subjected to considerable volumes of traffic by 1975, will be less desirable for single family residences, and are most closely related to the high traffic capacity provided by the Grove-Shafter freeway. Such added commercial space would be especially suited to automobile-oriented activities.

(e) Parking space is very limited along most of College Avenue south of the station site. Local merchants would have to provide a common off-street parking area to attract additional business.

3. Public Facilities

- (a) Space presently devoted to public facilities in the Rockridge area is very limited. Unless this situation is rectified, increases in residential density should not be encouraged.
- (b) Claremont Junior High School, shown on the map on page 25 as immediately adjacent to the BART station, is located on a site totalling only about $3\frac{1}{2}$ acres in area. Its enrollment has risen from 549 in 1962 to 728 in 1968, and trends indicate a rise to over 1000 pupils by 1975.

Current California standards recommend a site area of 11.3 acres for up to 750 enrollment. Should the present location, considered excellent in terms of pupil distribution, be used as a nucleus for expansion of the junior high school to more nearly adequate size? If so, should residential properties directly eastward be purchased to add another $3\frac{1}{2}$ acres to the site? If the St. Albert's College site ($5\frac{1}{4}$ acres) were to become available, should it be purchased for additional combined school, park and cultural facility use?

(c) The need for expanded recreational space is obvious. Claremont Junior High School's gymnasium and one-acre playground are the only recreational facilities of that kind in the station area. There are virtually no other public recreational facilities for a ½-mile radius around the station. Freeway and



College Avenue shops, as seen from station

BART condemnation in this area provides no usable sites for recreation on excess parcels or air rights. One solution proposed is to use the expanded junior high school facilities, as described above, for recreation space to be shared with the Rockridge station area community.

(d) Library facilities, presently rented, are now too small for current needs. Expansion into larger city-owned facilities was recommended in the 1965-70 Capital Improvement program. The questions arise, could a library be combined with the aforementioned school and recreational site? Would the reputed attraction powers of the transit station -- for residential population, retail facilities, and commuters -- assure maximum usage of and public benefit from a cluster of public facilities in the vicinity of Claremont Junior High?

4. Circulation Facilities

- (a) The present attractiveness of the Rock-ridge residential environment may be in part dependent on its relative insulation from major streams of external traffic, much of which is now absorbed by Broadway and Claremont Avenue. College Avenue, in the vicinity of the station, now carries almost its maximum designed capacity. 14
- (b) It appears that for two reasons BART-related traffic for 1975 has not been adequately prepared for:
 - (1) Proposed bus service to and from the hill areas of Montclair and Piedmont would not serve Rockridge station at all without time consuming transfers at Broadway to the 51 or 58, but rather continue on to downtown Oakland via Broadway. However, about half (some 2000) of the station's potential daily patrons live in those areas and thus have no alternative to their private automobiles for station access. About 800 parking spaces would be needed to accommodate just these 2000 passengers, 15 exceeding even the 750 spaces allowed for BART's ultimate plan.
 - (2) By 1975 several hundred cars may be expected to originate from a southerly direction not served by the new freeway and its frontage roads. Commuter traffic previously absorbed by Broadway and Telegraph Avenues may

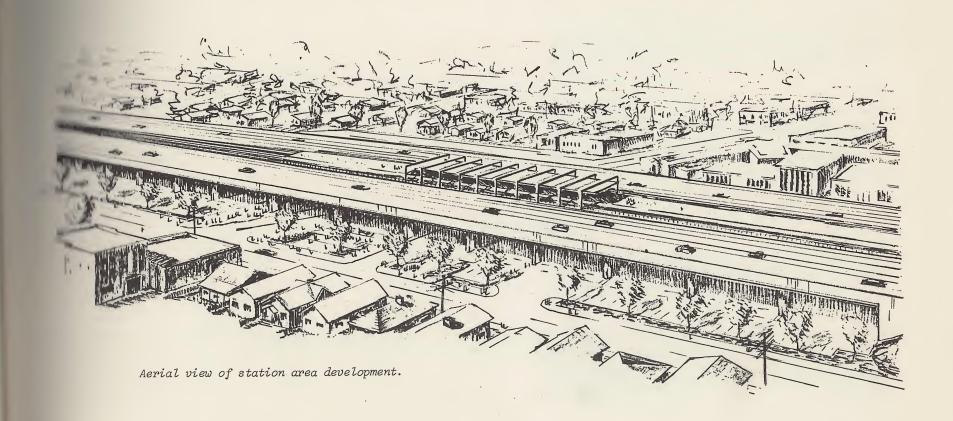
then pour through local residential streets in order to avoid the congestion at College Avenue's many lowcapacity intersections.

- (c) Signalization of College Avenue will sort out traffic movements intersecting it, but will also reduce its peak-hour capacity. Resulting congestion may lessen BART patronage, destroy local residential amenities, or both.
- (d) Possible remedies for these problems might include the following:
 - (1) Expansion of bus feeder service to the Montclair and Piedmont areas. Completion of the interchange between the Warren and Grove-Shafter Freeways could allow a fast express bus link to run between the station and several main pickup points in residential areas, or regular service on lines 18, 59 or 76 could be extended. Incentives to make a double transfer could include free public parking lots at the pickup points and a 25-cents parking fee at the station parking lot. Alternatively, or in addition, fare-sharing between BART and AC Transit could make the free, swift and congestionfree bus ride even more attractive than driving and parking.
 - (2) Early completion and also enlargement of the BART parking facility east of College Avenue. This would

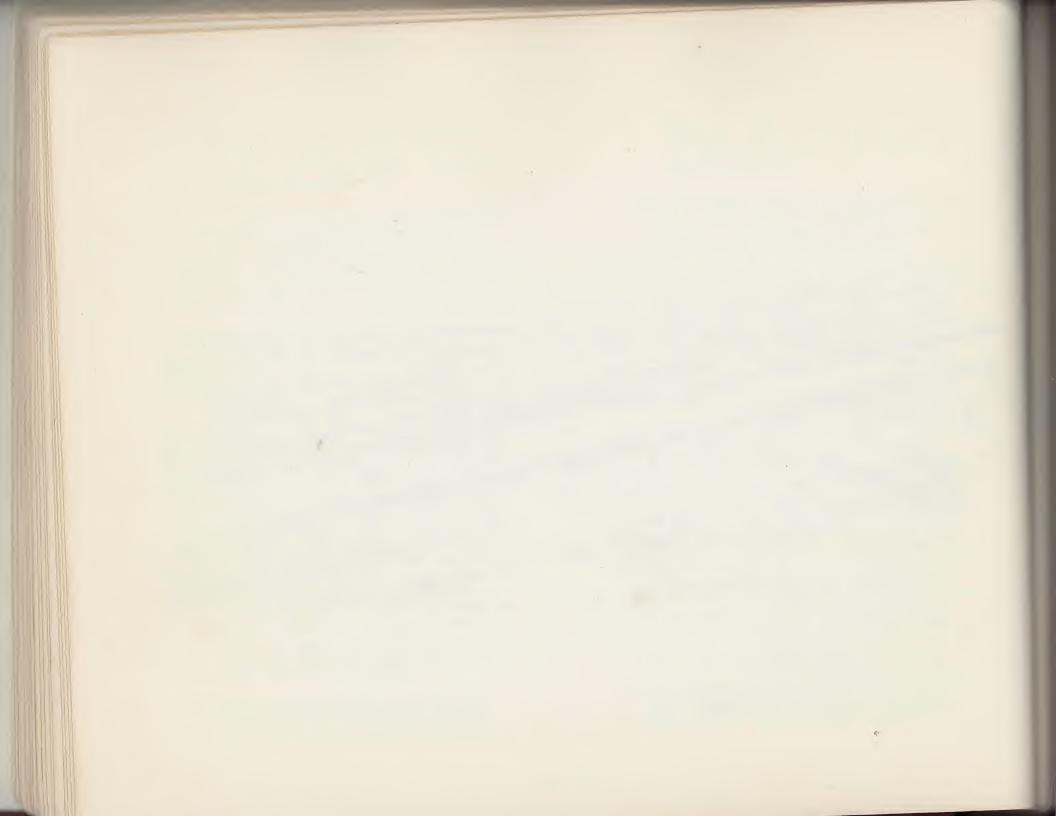
- negate the need for several hundred "eastern" cars to cross College Avenue during peak hours, and greatly reduce congestion.
- (3) Development controls to prevent further auto-oriented commercial uses, such as a car wash, near busy intersections with College Avenue.
- (4) In the absence of, or in addition to, the measures suggested above, infiltration of traffic on local residential streets could be reduced by installation of traffic diverters. This should only be done when experience shows which streets are most in need of them.

5. Zoning

(a) Intensification of land use should occur in planned stages; rather sharp contrasts in allowable density could be justified, for example an R-80, high-rise apartment residential zone, abutting an R-50, medium-density residential zone, to encourage development of the most suitable high density site first, while single-family areas would be preserved until a distinct market becomes evident for truly highdensity development. Could this establish a system so that "transition" zoning would not create a belt of mediumdensity apartments just beyond the initial high-density district, thus freezing the holding capacity in that transition zone for the next 20 to 30 years?



(b) Shift commercial zoning reserves so that new retail space is encouraged along freeway frontage roads, and residential developments are encourages along College Avenue, south of the station, to break up the long strip of retail uses.



REFERENCES: ROCKRIDGE STATION AREA

- 10. Hegemann, Werner, Report on a City Plan for the Municipalities of Oakland and Berkeley, (Oakland, 1915), p. 11.
- 11. Area G, a demographic survey area as reported in <u>Housing and Population Tabulations from the 701 Household Survey of Oakland</u>, Survey Research Center (Berkeley: University of California, 1968).
- 12. Simpson and Curtin Transportation Engineers,

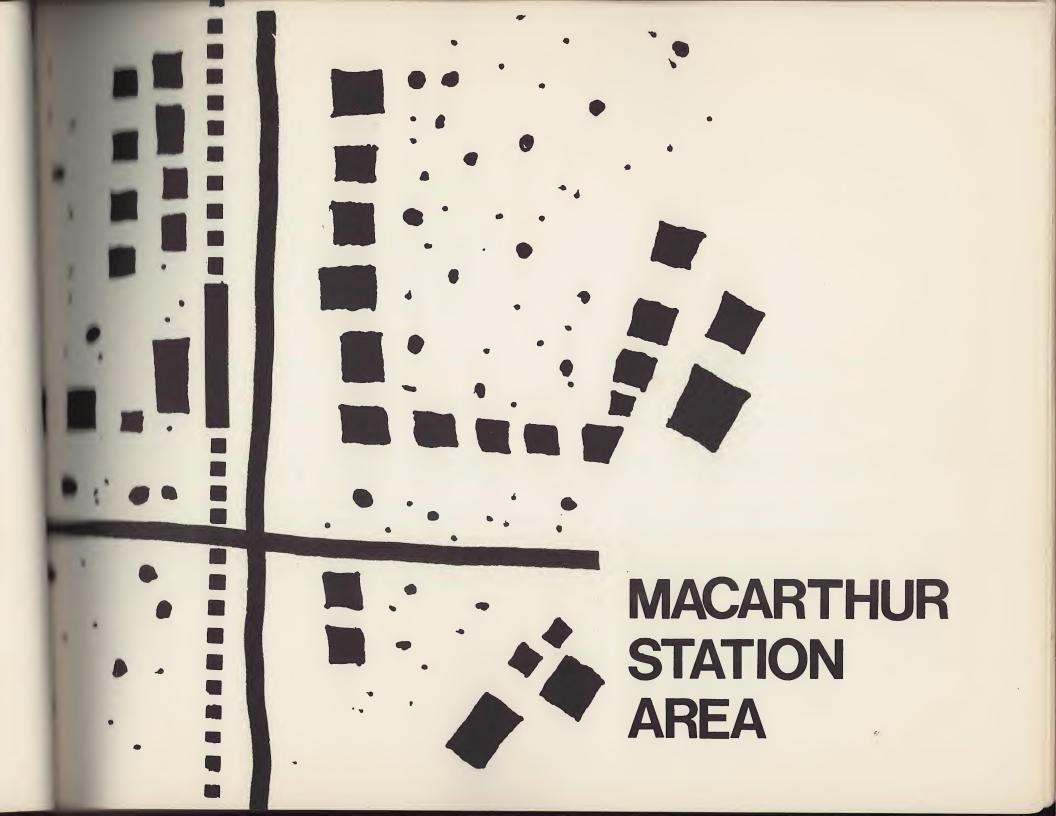
 Coordinated Transit for the San Francisco

 Bay Area--Now to 1975, (San Francisco:

 Northern California Transit Demonstration

 Project, 1967). Unpublished data supporting the report.
- 13. <u>Ibid</u>., p. 117.
- 14. A street with a 40-foot pavement (2 lanes of moving traffic) is designed to carry about 13,600 cars ADT <u>between intersections</u>; 1967 ADT on College Avenue was 13,000.
- 15. Based upon a ratio of 400 parked cars per 1000 passengers, estimated in the Southern California Rapid Transit District Final Report, Stanford Research Institute, (Los Angeles, May 1968), p. CC-6.







MacArthur Station area study is one in a of area studies undertaken by the Oak-lity Planning Department to determine the impact of rapid transit in the areas modiately surrounding transit stations. As the of the station area studies, the Planning of the station area studies, the Planning with developers, economists, realtors, with developers, economists, realtors, architects, community representatives, public officials to determine the likely implement which leaders in these fields antificate. Participants in the round table disminution for the MacArthur Station area were:

- Ward Belding, Economic Analysit, Bay Area Rapid Transit District
- Alan L. Bingham, General Manager, A-C Transit District
- Edgar M. Buttner, Real estate investor and President, Buttner Investment Corporation
- Paul DeAlva, Community Representative from the North Oakland District Community Council
- Harold A. Ellis, Jr., Realtor, Appraiser, and President of Grubb & Ellis Company

- Roger D. Jacoby, Senior Vice President, Fidelity Savings and Loans
- Gerald M. McCue, Architect and Partner, McCue Boone Tomsick Architects
- Norman Murdock, formerly Director of City Planning for the City of Berkeley
- Robert Pitts, Regional Administrator, U. S. Department of Housing and Urban Development
- Walter Taylor, Realtor, B-Ami Realtor and Property Management Company

The preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program Authorized by Section 701 of the Housing Act of 1954 as amended.

HISTORICAL INFLUENCES ON PRESENT DEVELOPMENT

The MacArthur station is being built at the junction of two BART routes, one from suburban Contra Costa County and one from the urbanized northern part of the East Bay. This transit junction will in a sense reiterate and reinforce an historical characteristic of this place as a crossroad just outside the Central District of Oakland. Telegraph Avenue and Grove Street have long been the major connections of downtown Oakland with downtown Berkeley, and West MacArthur - 40th Street major routes between the Oakland hills and transbay crossing to San Francisco.

In 1869, Oakland's first horse car line connected lower Broadway with a terminal station at 40th Street. When the University of California was established on its Berkeley campus, the line was extended north to Shattuck and Center Street, near the University's west gate. By 1889 a second transit company began operation of an electric railway from lower Broadway along Grove Street to downtown Berkeley. The Key System, part of a monopoly controlled by "Borax" Smith, unified many separate street railways in the 1890's including those which connected Berkeley and Oakland. In 1904 branches were added to the main trunk lines, one making an east-west connection along 40th Street between the Piedmont hills and a ferry wharf at the end of Yerba Buena Avenue. The north-south lines connected to San Francisco ferries at the Seventh Street wharf.

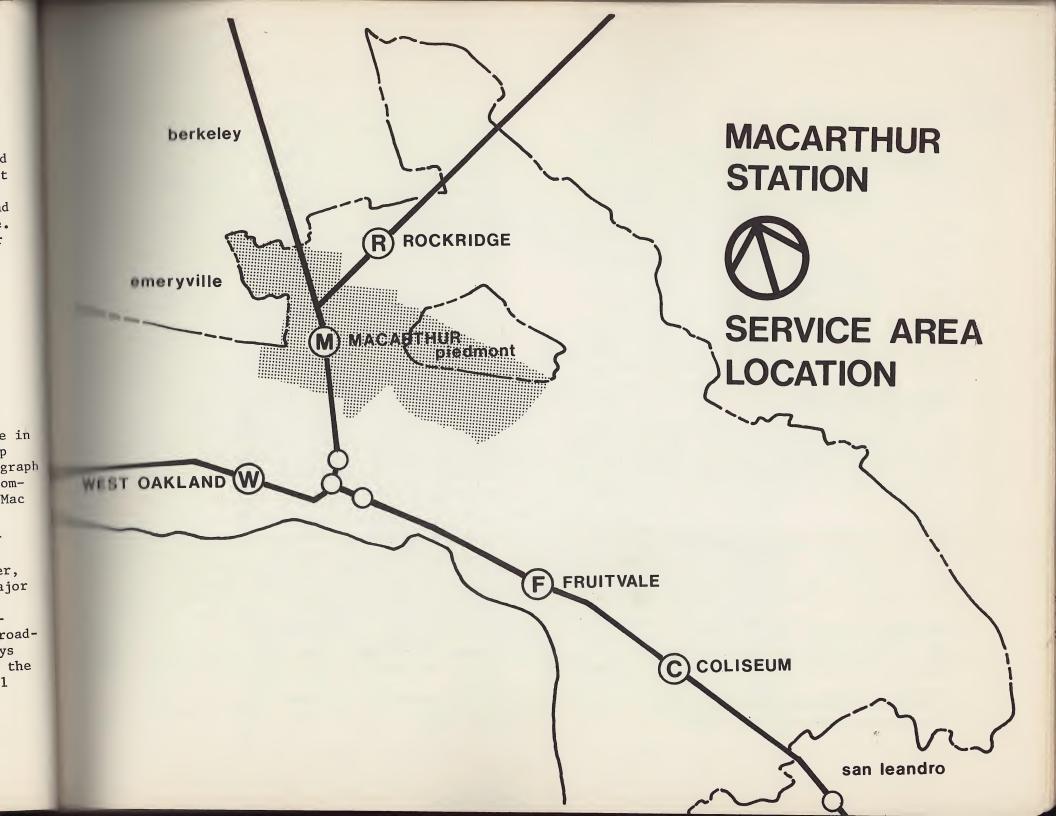
Based partly on this traditional set of crossing pathways, motorized surface transport played a part in shaping the adjacent development pattern. MacArthur Boulevard was designated as State Highway Route 5, leading south-eastward from Yerba

Buena Avenue to newly-developing residential areas in the lower Oakland hills. With the end of the ferry commuting days, West MacArthur became a major east-west connector to the Oakland Bay Bridge. The first of Oakland's initial fleet of 50 buses was a vehicle nicknamed "Rosalie," which in 1923 began service from downtown Oakland to the Berkeley city limits via Telegraph Avenue. A private bus company in the 1920's ran a feeder line from the Montclair district down to the streetcar line along 40th Street.

ECONOMIC INFLUENCES ON DEVELOPMENT

This intensive public transit service led to early development of the areas surrounding the MacArthur transit station site. In 1966 the median age of housing units in Target Area A was 50.2 years, second only to Target Area B in West Oakland for housing unit age. By 1929 almost 85 percent of the present buildings were in place. A land use map in 1928 revealed a strip commercial pattern along Grove Street and Telegraph Avenue, typical of the streetcar age. Minor commercial concentration also had appeared along Mac Arthur Boulevard.

The area immediately surrounding the MacArthur station area does not have any major commercial, office or industrial employment. However, within ½-mile radius of the station several major concentrations of employment occur. At the intersection of MacArthur and Broadway are located the Kaiser Hospital and the MacArthur-Broadway shopping and office Center. Kaiser employs 1350 people and the Center 800. Southeast of the MacArthur freeway is the medical center ("Pill Hill") area, now employing 1800 people with eventual growth forecasted to 2100 employees.



SOCIAL INFLUENCES

Early records suggest a concentration of foreignborn population settled in the MacArthur station vicinity during the City's first expansion of development to the north in the 1870's. A number of prominent Italian-born citizens had addresses near the future site of MacArthur station, and many of their clubs and institutions were located in that area. Italian influence is still apparent in the Italian Christian Apostolic Church at Telegraph and MacArthur. Between 1950 and 1960, the U. S. Census indicated that the population in the two census tracts nearest the station site had maintained its Italian-descended population at approximately 11 percent of the total. The tract nearest the station site actually increased this segment of its population by 5 percent during that decade.

The non-white population near the station site has grown enormously since 1940. The 1940 Census recorded 8.1 percent non-white population, rising to 23.5 percent in 1950 and to 49 percent in 1960 for Census Tract 10 located closest to the new station.

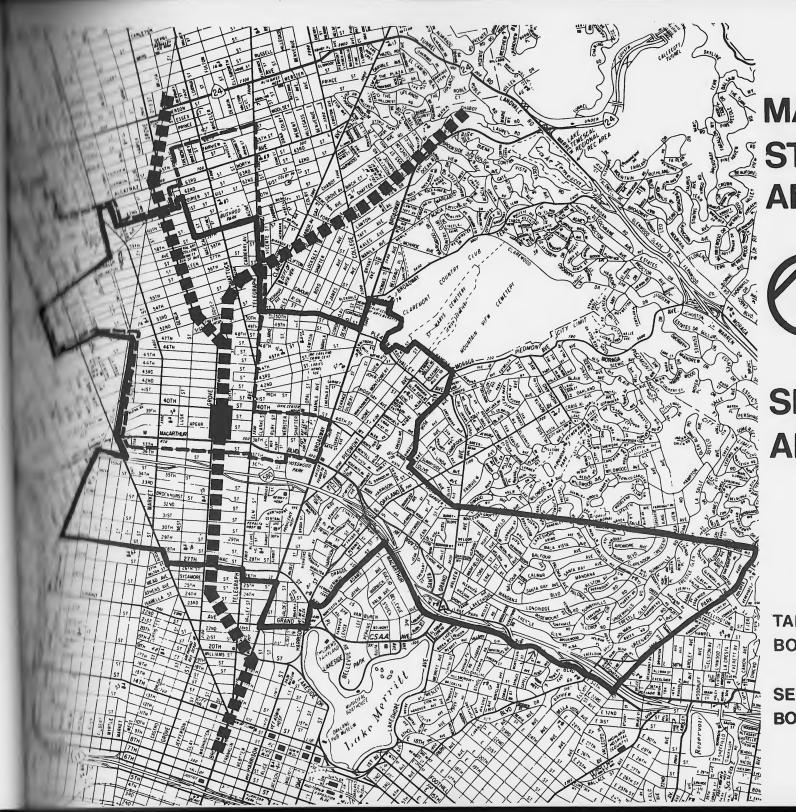
This was a somewhat slower pace of change in population balance than that in the tract just south of MacArthur Boulevard, where the non-white population grew from 19.4 percent in 1940 to 43.8 percent in 1950 to 66 percent in 1960.

The station site is located near the southerly edge of anti-poverty Target Area A. This target area was originally included as a part of the Oakland Model Neighborhood, together with West Oakland's Area B. Subsequently Area A was omitted from the Model Neighborhood to meet Federal limitations on area and population.

Statistical comparison of Target Area A with Oakland's other target areas shows housing conditions are relatively good. Seventy-four percent of the housing units in Target Area A are in sound condition, and of the remainder 20.9 percent are considered sound enough to be rehabilitated. In 1966, median value of occupied housing units (\$17,100) was higher than that of the City's combined Target Areas (\$16,146). Median gross rents (\$86) were also higher than the other combined Target Areas (\$80) in 1966.

The rate of homeowner-occupancy in Census Tract 10 decreased from 32 percent in 1950 to 29 percent in 1960. This was far below the 1960 citywide proportion of 47.5 percent. The rate of nonwhite owner-occupancy increased slightly as the nonwhite population grew in that decade, but the percentage on nonwhite renter occupancy grew much more rapidly. The total number of both owner and renter occupied housing units in Target Area A declined between 1960 and 1966 due to freeway construction. A further decline in housing units and population is anticipated by 1970, amounting to 10 fewer units and 60 fewer people. 15

Viewing statistics from the entire Target Area A which encompasses the MacArthur station area, the population change between 1960 and 1966 also reveals a change in the employment characteristics of the male labor force. There was an increase in the proportion of workers engaged as laborers (from 16.6 percent to 23 percent) at the same time there was a decrease in those employed as "Craftsmen, Foremen and Kindred Workers" (from 16.8 percent to 12.1 percent). Between 1960-66, a growing percentage of workers was employed outside the City of Oakland, at the same time an increasing proportion of workers rode to work by bus or walked



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MACARTHUR STATION AREA



SERVICE AREA

TARGET AREA A
BOUNDARY --

SERVICE AREA
BOUNDARY

to work. This change away from automobile access to work is partly explained by the fact that an increasing percentage of households had no automobile available to them.

PROPOSED AND PROGRAMMED PUBLIC IMPROVEMENTS

A capital improvements expenditure of \$26,500 is scheduled for the 10-acre Mosswood Park. As part of the federally-assisted Beautification Program, improvements at Mosswood Park include landscaping, an irrigation system and the replacement and improvement of playground equipment. The 1964 Citizens! Advisory Committee on Oakland School Needs recommended acquisition of 4 additional acres and modernization of facilities at Oakland Technical High School to total \$3,647,900. Longfellow Elementary School, constructed in 1959, was considered adequate in all respects by this same Advisory Committee, although increased enrollment was anticipated and would merit up to 2 additional portable classrooms. A day care center is located across the street from Longfellow School.

In the past several years considerable amounts of public money have been spent for construction of the Grove-Shafter freeway and the BART line in the MacArthur station area. Opportunities have been created to develop some kind of public-oriented space, such as the potential recreation area beneath the freeway interchange or landscaping along the berm supporting the freeway corridor.

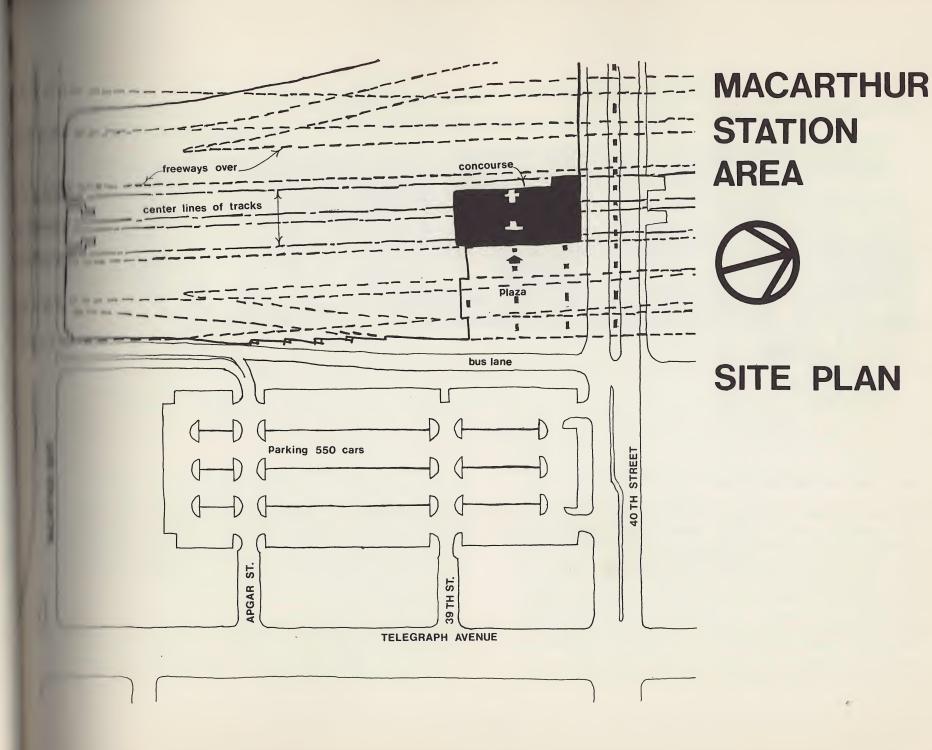
THE BART FACILITY

Physically, the massiveness of the combined transportation structures at MacArthur station

results from the fact that it is part of dual interchange. The system of service roads, acceleration and deceleration lanes and through lanes of the freeway interchange occurs in the same right-of-way as the juncture of four separate rapid transit tracks, in effect constituting a rapid transit interchange. The freeway pavement and rapid transit tracks together occupy a rightof-way 468 feet in width. The height of the various parts of the supporting structure range from 20 to 60 feet. Overcrossings of the structure at MacArthur, 40th and 42nd streets are being built to allow penetration of light and air through the separations between freeway lanes and tracks, as shown in the illustration. Nevertheless, passage under the crossing conveys some of the feeling of passing through a tunnel. This effect should be taken into consideration as part of the environmental impact of the freeway-transit interchange complex.

Architecturally, the MacArthur station appears to be a well-designed facility. The north and south directions of travel are articulated by having two platforms with separate roof canopies, suspended from a common overhead structure. This overhead structure itself is attached to an open framework which forms the outside of the station platform, separating it from the adjacent freeway lanes. The different color and materials of this framework will be a relief from the mass of concrete which characterizes the overall freeway structure.

The parking lot, with access to 40th Street, Mac-Arthur Boulevard and Telegraph Avenue, is depressed below street level. Its initial capacity will be 550 cars, later expansible into a multi-decked structure to 1000 cars or more. This appears adequate for forecasted patronage.



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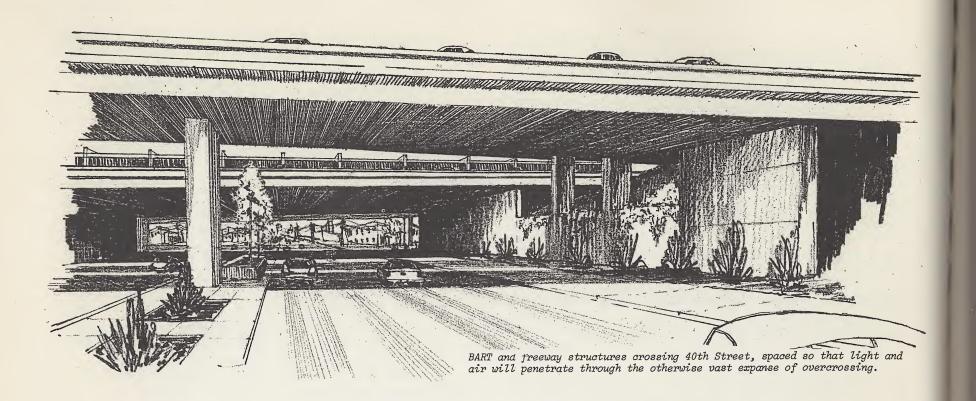
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PASSENGER VOLUMES AND ACCESS TO THE STATION

A total of 8315 passengers will use the station on an average day in 1975, almost evenly split between trip "attractions" and "productions." The anticipated "tributary" area of MacArthur station, shown on the map on page 39, is elongated mostly in a southeastward direction. This reflects easy access to the station from the MacArthur freeway, with off-ramps to West and Market Streets. Traffic exiting from these off-ramps would then most logically move north to 40th Street, then turn right to the dropoff or parking

area of the transit station creating a clockwise flow of traffic. There would not appear to be much advantage in using the Grove-Shafter freeway by BART patrons coming from the south, or the MacArthur freeway from the west, because freeway connections to local streets leading to the station will not be convenient. The capacity of local streets appears to be adequate.

Placement of the BART tracks and station in the median of the new Grove-Shafter freeway will visibly symbolize the expected intensity of the travel pattern in this area. At this point in

The wystem, passengers will have some option of the Martering between the Richmond segment and Concord segment of the BART system. A passenger travelling from Richmond to Concord, for maple, could efficiently reach his objective by matering at the MacArthur station rather than the two Oakland. In this respect, trips that peripheral to the downtown Oakland area can accommodated just as they will be by the free-to-freeway interchange being built between that the facility which enables these many litections and modes of travel to occur is both manning and promising to the land use pattern marrounding it.

possible harmful effects which could emanate from the dual-purpose structure relate to its male. Its vast size, permanence, noise and intricacy may discourage fresh activity from along spontaneously in these environs. This effect would be reminiscent of that caused by imilar elevated transit structures in some intern cities.

moneficial use of surrounding land must be based on its key location with respect to East Bay alties and thence to other parts of the Bay Remon. The relatively low-intensity of present development would allow larger-scale reconstruction to take advantage of the less intense concention compared with the core cities. In fact, prior to the completion of the Grove-Shafter freeway link to the Nimitz Freeway, the MacArthur station area may be unsurpassed for its accessibility to the whole Bay Area. During the critical loars needed as lead time before completion of freeway access to downtown Oakland, some "Footloose" urban activities might be expected to

settle around the MacArthur station and interchange because of this competitive edge.

ACCESS MODES

The fact that forecasted trip attractions and trip productions are so nearly equal at this station presents an interesting challenge to synthesize the passenger "collection" and "delivery" roles. From a strict engineering viewpoint, the best station would specialize in one or the other role. Two-way passenger movement during the same commuting hours is thought to be somewhat more difficult to deal with.16

The volume of passengers expected to arrive at the station by auto is small, amounting to 12.5 percent of the total, including those in parked cars, kiss-and-ride and taxis.

The 1975 forecast for pedestrian use of the Mac-Arthur station is 34.2 percent, rather high when compared to 11.1 percent pedestrian usage at the Coliseum station. This substantial percentage reflects the present medium-density residential pattern near the station site, and high density R-70 residential zoning.

Bus Service. About half of the 4149 passenger trips produced by the MacArthur station in 1975 will arrive at and depart from the station by feeder transit. The buses will proceed along routes well established in past years. One of the main changes in present AC Transit service proposed in the Transit Demonstration Project Proposed in the Transit Demonstration Project Report is to alter the "C" line serving Piedmont along 40th Street from a transbay route to a feeder route terminating at the MacArthur sta-

tion. Other proposed lines would continue to run along Telegraph, Grove, 40th Street and MacArthur Boulevard, with no apparent use of the freeway approaches to the station by express buses.

LAND USE ANALYSIS

Commercial. Although both Telegraph Avenue and Grove Street are zoned and for the most part already developed commercially, there is a significant apparent difference between the two commercial areas. The Telegraph Avenue or easterly side of the station site is generally developed with larger and newer establishments than the Grove Street side. Commercial frontage on Telegraph is continuous between West MacArthur Boulevard and 43rd Street. Almost half of the establishments there are auto-oriented, including drive-in restaurants, service stations, a supermarket, and a motel. In general the parcels along Telegraph are fairly wide and deep, well suited to automobile-serving establishments. The apparent continuing vitality of this commercial area may also be assisted by its location close to the well-established and diversified Temescal shopping district.

By contrast, the Grove Street commercial strip is developed mainly with rather small shops, without significant off-street parking. Between Mac-Arthur Boulevard and 42nd Street, the retail frontage is interrupted by occasional residences, vacant lots, and non-retail establishments such as a cleaning plant and a church. Parcels of land are very narrow and shallow, mostly less than 100 feet depth. Expansion of property beyond these limits is restricted by the fact that the freeway right-of-way is separated from most of the Grove Street frontage by only 100 feet. There



Grove Street near 40th Street

are some run-down structures along this retail strip, and the feeling is inescapable that the new freeway-transit structure separates the shops along Grove Street from the vitality and trade of the type apparent on the Telegraph Avenue side.

The potential impact of the freeway interchange and MacArthur transit station upon the Grove Street commercial area does not appear promising. The off-ramps at West and Market Streets will bring perhaps several hundred cars per day up to 40th Street and thence eastward to the BART parking lot. This is not a significant addition to the thousands of cars now using those same streets every day, and the movement of cars to and from BART will be concentrated in peak hour periods. The BART parking and boarding areas will be at least 500 feet from the nearest commercially-zoned space on Grove Street, so that it will not be very convenient for a commuter to park his car on the Grove Street side of the freeway or to

monthur station does not appear to promise any mource of walk-in trade or even automobile-montal amenities on the west side of the freeway. The creation of three short dead-end streets in the worsens the poor exposure and developability commercially-zoned parcels in this location.

The Telegraph Avenue commercial strip faces some mountially different problems in relation to the future influence of the BART station. Into a wanerally open, auto-oriented district a large open parking area and automobile-generating facility are being introduced. On the other hand, availability of shopping facilities and public facilities such as hospitals, a park and high mehool has been associated with a pattern of modium-high density. This characteristic would meem to favor the emergence of pedestrian-scale commercial development. The 34 percent (of 8315 Inily) of passengers expected to arrive as pedestrians in 1975 might originate largely from the area bounded by 36th and 42nd Streets on the must side of the station (see land use map on page 51). The question is how to best synthewize the pedestrian and vehicular-serving functions of this commercial area.

In addition to the two commercial streets just described, a third distinctive commercial activity is located close to the MacArthur station wite. This is the row of motels and related mervices along West MacArthur Boulevard between Market Street and Broadway. The motel facilities range from good to excellent and are interspersed with housing units in generally fair conditions.

Although not related to the operation of the BART station, completion of the Grove-Shafter

freeway could significantly increase the accessibility and visibility of this motel district, and perhaps justify some expansion of the same type of development along Grove Street. For out-of-town travellers, the difference in cost due to lower land costs in this station vicinity could make the location very competitive with hotels and motels closer to the core cities of Oakland and San Francisco.

Office. There is presently very little office development in the MacArthur station area. A few small real estate, insurance, doctors', dentists' and accountants' offices are scattered throughout the commercial zones, and the new office building of the AAA office is located on West MacArthur Boulevard. There is no apparent tendency to cluster.

Institutional. Institutional activities near the station are of large scale and appear to generate related services in nearby locations. The Medical Hill complex is noteworthy in this regard, and may possibly in the future expand more medical facilities north of the freeway to MacArthur Boulevard. This seems especially possible if a University of California medical school can be induced to locate there. Likewise, Kaiser Foundation Hospital at Broadway is still growing, and a small independent hospital is located several blocks away from it on 40th Street. A recreation center for the blind is located midway between these latter two facilities. Churches in this area are fairly numerous, some of them being large and active enough to have educational and community assembly facilities associated with them.

Residential. As a demarcation line between distinct residential areas, the freeway-transit

structure is very probably going to exercise a decisive influence upon future social and economic trends. At the present time there appears to be a great degree of physical similarity of the residential structures immediately east and west of the freeway route, in both cases being of the same general age and of medium-low density. Both sections feature many three and four-family structures, some in apartment buildings and some in converted single-family dwellings. However, the difference between the two sides of the freeway is more an incipient than an actual one, the difference arising from the relationship of each area to other parts of the East Bay. The distinction may be broken down into patterns of travel and consequent "images" of the City's form. These factors may be explained as follows.

A simplified diagram of land use in the East Bay, from Richmond to the San Leandro boundary, might depict (1) band of railroad-oriented industry nearest the Bay shoreline, (2) a band of old single-family and small multi-family housing sometimes interspersed with industrial structures, now occupied mostly by low-income minority groups, (3) a transition area of middle-income housing, racially integrated to varying degrees, with some new apartment structures appearing, and (4) the upper-income hill residential districts. In these generalized terms, completion of the Grove-Shafter freeway would seem to divide the neighborhoods west and east of MacArthur station into categories (2) and (3) respectively. An assertion such as this presumes that no public action would be taken to ameliorate the physicalsocial division.

To comprehend this possible sharpening of division between the types of neighborhoods east

and west of MacArthur station, it is important to remember that the Grove-Shafter route is essentially a continuation of the Shattuck-Adeline Grove Street corridor in Berkeley. The controversy over the Ashby Avenue station in Berkeley was based upon the recognition of a social and economic boundary being reinforced by this BART corridor and station. The black community's feeling was that a concrete transition structure would solidify and symbolize the intangible barrier they already sense. At Oakland's MacArthur station the creation of a structure more than 400 feet wide and 20 feet high could become an even more powerful symbol of separation. An opportunity to lessen this was lost when the freeway berm was constructed without regard for Temescal Creek blocking chances for a park strip along the creek from Grove Street to Telegraph Avenue.

The westerly side of the freeway has fewer new, high-quality enterprises to attract and stabilize residential development than has the easterly side. The rather marginal commercial strip along Grove Street must depend upon mostly local trade, while the Telegraph Avenue commercial district seems to enjoy auto-borne trade from a broader area. The easterly neighborhoods are enhanced as places to live by proximity to new supermarket and the Mac-Arthur-Broadway shopping center, medical facilities, Mosswood Park, and the new BART station. These advantages may tend to bind the Telegraph Avenue side closer in identity with the middleincome communities toward the Piedmont foothills. Such an identity could fortify the general "image" of the easterly neighborhood as a wise place to invest in new apartments, and the westerly side as being a comparatively weak investment location. If this became true, the neighborhood between Telegraph and Broadway would experience pressure

high-density residential development, while neighborhoods west of Grove Street would mmurate little pressure of this kind. me creation of the physical structure which will formalize this division of neighborhoods east and of the station is practically complete. As fixed and irreversible element, the issue beone of whether new development can or should be encouraged which will distribute rapid remait impact both east and west of the struc-The alternative is to accept the differin potential uses of land on either side, then to measure the benefits of preserving opporrunities for low-density housing on the west side the freeway. If the community itself endorses The idea of using the freeway as a "shield" mainst urban pressure rather than a barrier to apportunity, then measures could be taken to intmulate public and private investment to enhomee its character as a single-family area. the high public transit accessibility of such an mea in the flat part of the East Bay could berome an amenity as attractive and valuable to its regidents as the rural character and views are to IIII residents.

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MITCELS. The MacArthur station is literally murrounded on all four sides by major arterial attreets, in addition to being practically atop the future intersection of two freeways. Pre-Himinary traffic engineering studies of the local atterials in 1965 indicated that Telegraph Avenue and MacArthur Boulevard would experience peak hour congestion when BART traffic is introduced. Fortieth Street, lightly travelled today, would still have excess capacity available by 1985.

the BART parking lot on Telegraph Avenue will have 6 entrances including one exclusive bus

access lane. The ultimate development of this parking facility into a multi-level structure suggests heavy use of the local surface arterial streets at peak hours, disregarding the fact that many of these cars may make a major part of their trip by freeway. The automobile-oriented pattern of commercial development on Telegraph Avenue in the station vicinity is rather appropriate to the emerging functions of the area. However, control of private access onto Telegraph, MacArthur and 40th Street may become increasingly necessary as peak hour traffic volumes build up. Discussion of this need will be found in the Planning Guidelines section to follow.

The problem of accommodating pedestrians -- more than 2000 pedestrians will go to and from the station daily by 1975 -- may be complicated by the fact that many of them will have to cross the encircling arterials and the parking area to reach the station. The proper separation of pedestrians and vehicles in this situation will grow in importance for efficiency and safety. The interest of pedestrians may eventually be best served by some kind of commercial, residential or public development of air rights above a portion of the parking lot.

The restructuring of 37th, 41st and 43rd Streets off Telegraph Avenue into loop streets could become a kind of residential amenity by its influence of slowing traffic speeds without reducing accessibility. On the Grove Street side of the freeway, short dead-end streets do not create the same degree of amenity, but might ultimately benefit some properties along 37th, Apgar, 39th and 41st Streets by reducing the flow of extraneous traffic through residential neighborhoods. The resulting change in circu-

lation patterns could be turned into an advantage, especially for single-family development.

Zoning Patterns. The predominant existing residential zoning on both sides of the station below 40th Street is R-70 high-density. The typical 4000 square foot lot in this zone could be developed with about 9 units in a structure less than 4 stories tall, or about 15 units in a structure taller than 4 stories. In practice, there are relatively few apartments containing more than 4 units at the present time.

Above 40th Street, west of Shafter Avenue, R-50 medium density zoning permits about 5 units on the typical lot, but single-family development now predominates.

C-40 Commercial Zoning along Telegraph, Grove and 40th is intended to encourage a wide range of retail and wholesale establishments. The S-5 Travel Accommodation Combining zone along Mac-Arthur seems well suited to the motel and associated uses there.

In general, existing development is not nearly as intensive as zoning regulations would allow. The identical densities provided for on both sides of the new Grove-Shafter route fail to reflect the different levels of development pressure which may arise.

SUGGESTED PLANNING GUIDELINES FOR THE MACARTHUR STATION AREA

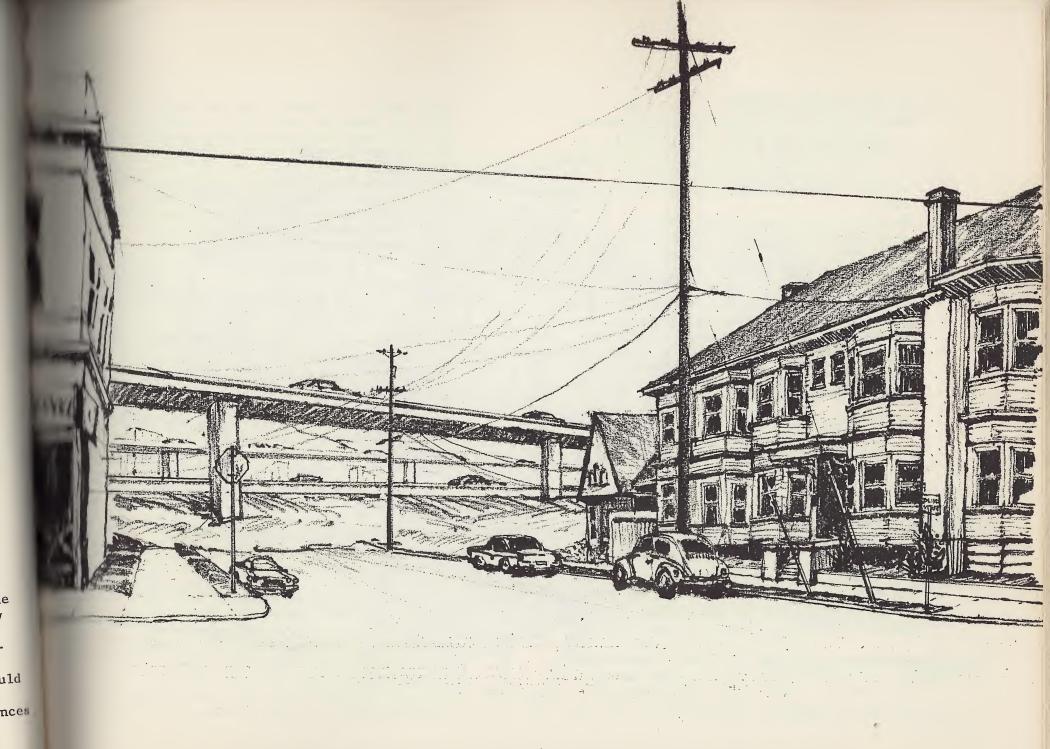
The roundtable discussion concerning potential new development around the MacArthur station produced a general view that the neighborhoods northwest of the interchange might suffer from a lack

of investment capital. Considering the rather limited financial means of people now residing in that area, the margin of profit for privately-developed new apartment structures would be prohibitively small. Home improvement loans are presently scarce as well. In such an economic and social context, addition of the giant freeway-transit corridor, interchange facility and BART station could possibly create an environmental nuisance greater than the benefits of access bestowed upon the surrounding areas.

Nevertheless, the greatly increased accessibility of the MacArthur station area is a potentially powerful force for increasing physical improvements to property as well as expanding economic and social opportunities for people living there. The guidelines which follow are suggestive of actions which might be taken to capture this potential.

1. Residential Land Use

- (a) Considering the advanced age of many of the residential structures on both the Telegraph and Grove Street sides of the station site, some transition to higher density development should be sought.
- (b) Near the station site there are several existing pockets of single-family and duplex density which provide highly desirable locations for close-in urban dwellings. These concentrations should be identified and with concurrence of the neighborhood residents, continued as low density districts until other selected high-density districts are built up sufficiently to indicate a shortage of developable property. This shortage could be measured by the comparative growth of property values within certain distances.



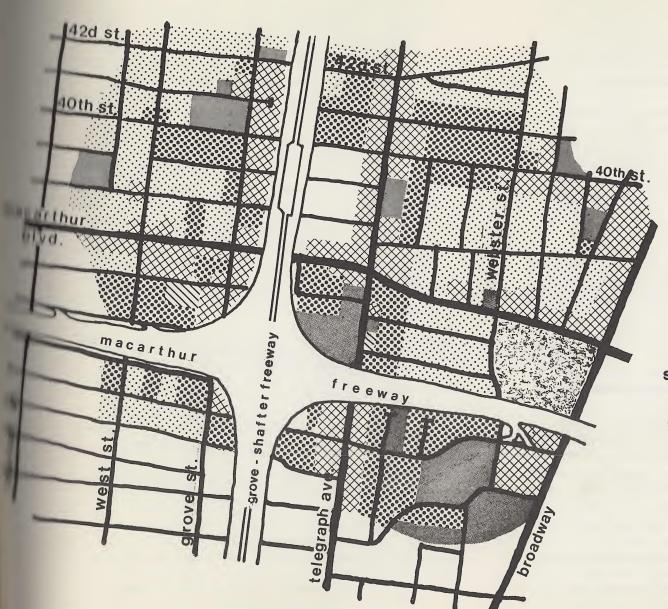
The dead-end streets along Grove Street might be landscaped as attractive open spaces.

- of the station. When values of land designated for high-density pass a certain point relative to adjacent low-density (or comparable high-density land in other locations), additional land could be changed from low to high density development.
- (c) Suitable locations for high-density development in the first cycle (perhaps 1970-1980) could include the properties fronting on 36th and 37th Streets between the Grove-Shafter freeway and Mosswood Park. Located very close to park, shopping, and medical facilities, major streets, freeways and the BART station, this high-density area might be related to residences, offices and other facilities involved in future expansion of the Medical Hill Complex.
 - (1) Another area which appears susceptible to early conversion for higher-density residential use lies between Telegraph Avenue and the new freeway, from 40th Street to 44th Street. Easy pedestrian access to the BART station and to shopping, and good secondary access provided by loop roads onto major streets, seem to justify this density concentration.
- (d) Low density areas should probably be delineated and preserved as such for that period of time when apartment development is taking place on properties described above.
- (e) Consideration should be given to buffering of properties nearest the freeway and its access roads. Tall trees could be placed so as to provide the best visual screen and

- also serve as a means of visual organization for motorists and transit passengers who will view this station area as a kind of transfer point.
- (f) New residential development, especially at high density, should be carefully related to areas where new public facilities are installed, especially if a connecting pedestrian pathway is built along one side of the freeway.
- Height of residential and other buildings should probably not exceed the level of the freeway-transit structure (about 32 feet) except in cases where special buffering and architectural treatment make taller buildings feasible close to the freeway. This restriction should be coupled with some bonus system to encourage property owners to develop their roofs as usable and ornamental open space to add to the visual appeal of the MacArthur station area for many thousands of viewers who will pass each day. Such a boost to its image could enhance property values, taking maximum advantage of the area's unusually high visibility as well as accessibility.

2. <u>Commercial Land Use</u>

(a) The present supply of commercially-zoned land appears to be fairly adequate, especially along Grove Street where numerous commercially zoned parcels have retained a residential usage. Where the commercial strip seems destined for continued low level of activity, as along Grove Street, alternate uses could be encouraged such as



MACARTHUR STATION AREA



single-family res.:

multi-family res.:



commercial:



industrial:



institutional:



park & open space:



medium-density residential and/or the S-5 Travel Accommodation Combining Zone. This could help to assure that replacement of marginal uses would supply a more realistic function in the transportation sub-center which is emerging in this area.

- (b) Elaboration of the "travel-accommodation" aspects of commerce in this station area could be very productive. The area's existing identification with motels and like uses along MacArthur could justify extensions of these functions in either direction from MacArthur along Telegraph, Grove and perhaps West Street.
 - (1) Additional hotel and restaurant development in the general station area seems feasible based on the high visibility of establishments which could be obtained from the two intersecting freeways, and from the intersection of several major arterials on the surface.
 - (2) The automobile-oriented rather than pedestrian-oriented trade which would result from this development could be in keeping with the present pattern near the station and its parking lot. The station's high designed capacity for serving auto-borne commuters would be logically supplemented.
 - (3) Conceivably, travellers on business or vacation in the Bay Area, travelling intercity or interstate on the Grove-Shafter and MacArthur freeways, could find great convenience in motel accommodations in this area because of the added convenience of a major regional

rapid transit station. They could use the BART trains for travel to congested urban centers, or to crowded attractions such as the Coliseum. For other kinds of destination, they would have access to and from the region on a wide selection of free-ways and streets.

- (c) By 1985, the emergence of a specialized commercial activity oriented to travel accommodation, including some restaurants and entertainment facilities, could strengthen the area's attraction for high-density residential uses. By that time physical adjustments could be made to enhance the pedestrian environment together with adding to the convenience of vehicular access, by some sort of grade separation system appropriate to the respective volumes of movement.
- (d) Medically-related commercial activities might become important, if during the 1970's Medical Center Hill expands toward the station site. The commercial land use principles governing the Pill Hill area should be retained as far as possible in any extension toward the station.
- (e) The present Oakland General Plan designates a shopping center at the present Temescal shopping district, another at Grove and 55th Streets, and another at the present location of the MacArthur-Broadway center. The immediate MacArthur station area is some 10 blocks (approximately 1/2 mile) north of the "Outer Loop" defining the boundary of the Central District, and is almost as far from

the other shopping centers described above. This suggests a favorable market may exist and increase for development of a neighborhood-scale shopping center, accessible especially to pedestrians within a ½-mile radius. No larger-scale shopping center should be encouraged however, because a second major generator of vehicular traffic near the BART station would compound circulation problems unnecessarily.

Public Facilities

- (a) The present General Plan designates location of an elementary school and neighborhood center somewhere east of the MacArthur station between Telegraph and Broadway. Such facilities are still necessary. If "turnkey" housing or other new housing development increases the school-age population in this area, the need will become acute.
- (b) Connections between the Medical Hill area, Kaiser Hospital and the BART station should be studied. The two medical locations together employ more than 3000 people, most of whom may enjoy little benefit from the BART system unless some shuttle service is established by the hospitals. The savings in parking space requirements could probably justify the cost of such service, which would make the ½-mile separation of facilities negotiable.
- (c) If Medical Hill does actually expand toward the station site due to construction of a Medical School, more functional interrelationships and transportation possibilities might be found between the separate hospitals in the MacArthur station area.

- (d) Use of excess public parcels, resulting mainly from freeway construction, should be explored. On the Telegraph Avenue site this could possibly result in a pedestrian and bicycle pathway between a park at the Temescal shopping district leading to the MacArthur station, then a further park strip connecting to a recreation space beneath the freeway interchange. Development of a quasi-public medical facility east of this could provide the chance to connect such a new recreation strip with existing Moss-wood Park.
 - (1) Development of this kind of network could do much to heal the division between communities east and west of the freeways and seize upon unique opportunities to gain scarce space already in public ownership for the time being.

4. Zoning

- (a) Meetings with neighborhood groups should establish policy concerning whether certain existing low-density areas should remain so in the foreseeable future.
- (b) Conversely, further study should be given to the probable demand for apartment housing in the other areas. Criteria for locating the initial impact of apartment development could be based on existing building conditions, value of existing land and improvements, location with respect to other facilities, and degree of conformance with present land use.

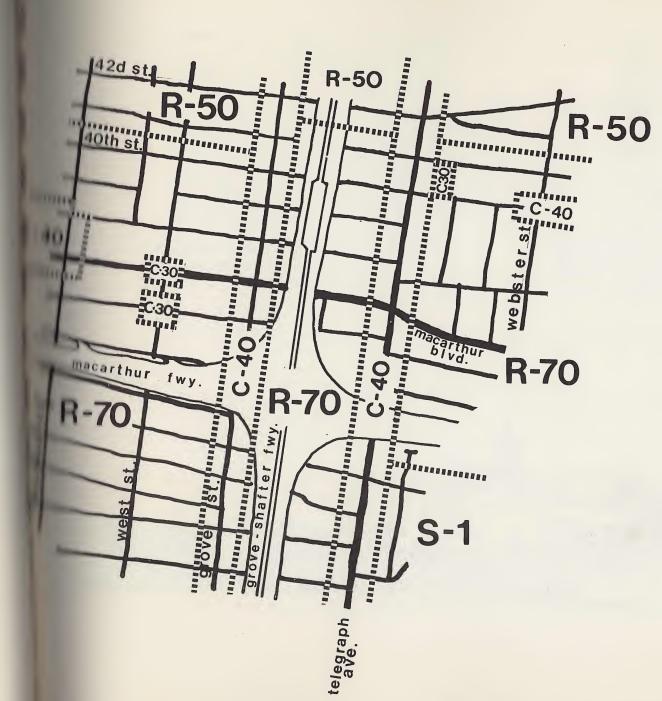
- (c) This sort of selective zoning, sometimes creating discrete zones at equivalent distances from the station, differs from the concept of transitional zones of decreasing density. It would require some means of rationalizing "holding zones" of lower density, to be converted at a later time directly to high density.
- (d) Commercial zoning changes might be tied to the area of initial high-density residential zoning. C-40 thoroughfare commercial or R-70 residential in an appropriate location should be changed to C-35 District Shopping Commercial Zone, oriented toward pedestrian comparison shopping.
- (e) If the commercial land use suggestions on pages 50 and 52 are acceptable, some of the C-40 zoning along Grove Street should be changed to R-70 or R-80 with the S-5 Travel Accommodation Combining Zone.

5. Esthetics

- (a) The view at rooftop level from the BART station platform and from the Grove-Shafter freeway is very uninspiring, as shown in the illustration. To the west, electric pole and wire clutter is especially noticeable.
 - (1) Measures should be taken as soon as possible to establish an underground wiring district to remove this visual pollution.
- (b) East of the station, toward Telegraph Avenue, it appears that unintentional exposure

of the least attractive aspects of buildings dominate the view-backyard storage areas, rear fire escapes, and the like. Looking toward the hills, a very broad vista of the Telegraph-Broadway-Temescal area is opened. A number of rooftop bill-boards and other large signs intrude prominently against the natural hill profile. Because they are seen in silhouette, their effect is out of proportion to their relatively small number.

- (1) The magnitude of the visual resource at stake here suggests the need for esthetic regulations in a "view corridor." This could be carried out within the restricted framework of BART-and freeway-oriented sign regulations, or as part of a broader urban design plan to provide visual organization of such areas.
- (2) Further enhancement of the view characteristics from such an elevated transit structure might be obtained by creating a special "Transit-Related" Combining Zone, providing design review of structures, colors, and orientation of all new development above a certain threshold of visibility from the station platforms.
- (c) From the high vantage point of the MacArthur station, there are few natural or attractive man-made features which relieve the unbroken view of rooftops, even very close to the transit and freeway structures. Exceptions to this include the several church towers in the area.



MACARTHUR STATION AREA



ZONING

- (2) An additional way of adding visual interest to this area would be some mechanism for encouraging development of rocftops. Especially appropriate in such locations would be foliage, reflecting pools of water, sculptures and perhaps children's playground equipment atop residential structures.
- (1) To emphasize the higher levels of activity in several places, incentives might be provided to build true high-rise tower apartments. However, any high-rise structures should be restricted to sites several hundred feet from the freeway, to prevent extreme noise control problems and view obstructions.

- Density and coverage bonuses could be allowed to the developers who provide suitable "usable" open space amenities of this kind.
- (d) Finally, a pattern of street tree planting should carefully designate varieties of trees to differentiate the main commercial streets from the residential ones, so that the functions of the townscape will be apparent to a viewer from the freeway-transit structure. This is an important point in the travel experience where a passenger will have his first or his last view of Oakland before descending into the subway portion of the system in the downtown.



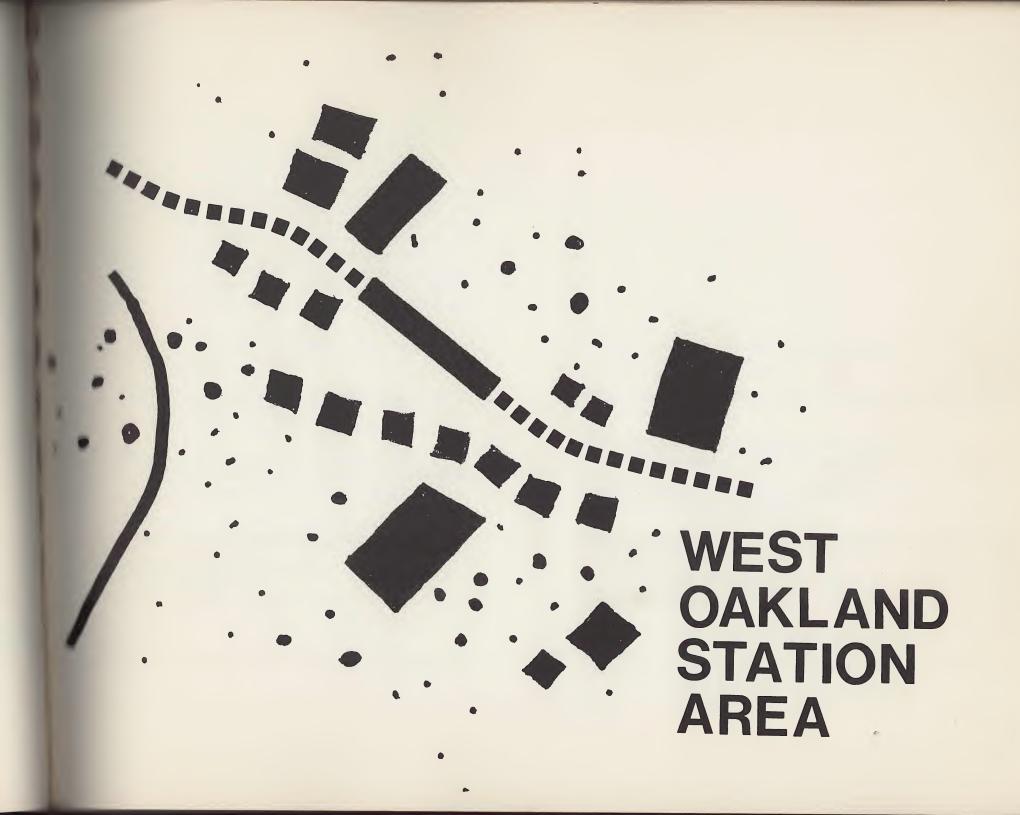
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The West Oakland Station area study is one in a series of area studies undertaken by the Oakland City Planning Department to determine the likely impact of rapid transit in the areas immediately surrounding transit stations. As part of the station area studies, the Planning staff conducted a series of round table discussions with developers, economists, realtors, lenders, architects, community representatives, and public officials to determine the likely development which leaders in these fields anticipate. Participants in the round table discussion for the West Oakland Station area were:

- Bruce M. Beasley, Resident, West Oakland Community
- Napolean Britt, Community Relations, Bay Area Rapid Transit District; Member, City of Richmond Redevelopment Agency
- Joseph Debro, formerly Director, Small
 Business Development Center; now Director,
 West Oakland Model Cities Program
- Al Garello, Loan Representatives, Mason-McDuffie Investment Company
- Harold C. Marsh, Properties Manager, Port of Oakland

- William M. Valva, Realtor, Valva Realty and Insurance Company
- Milton Wiener, Chairman, Mayor's Pride in Oakland Committee
- Paul Cobb, Community Representative from The West Oakland Planning Committee
- Charles Thomas, West Oakland Merchant, President, Thomas Clothier's
- Robert Posner, Planner, Oakland Economic Development Council, Inc.
- Michael Kaplan, City Planner, Oakland Redevelopment Agency

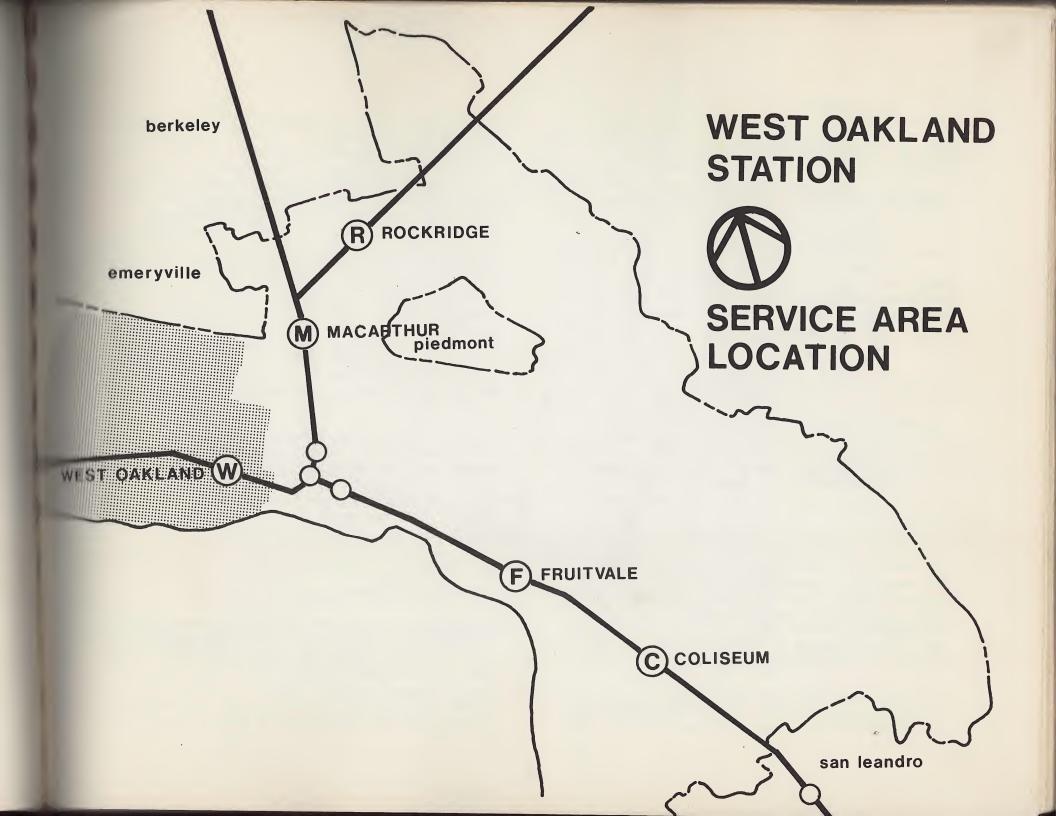
The preparation of this report was financially aided through a Federal grant from the Department of Housing and Urban Development under the Urban Planning Assistance Program Authorized by Section 701 of the Housing Act of 1954 as amended.

West Oakland was part of the original incorporated City of Oakland. Its strategic location with respect to transbay travel helped to shape its destiny as a focus of East Bay transportation, both passenger and freight. In the 1880's, Seventh Street was one of Oakland's busiest thoroughfares, where street railways connected with San Francisco ferries. Great transcontinental railroads terminated in West Oakland, transferring great quantities of goods for ocean shipment. This Southern Pacific railroad established its yards just south of the site of the BART station. Residential areas grew up between these economic activities and the old downtown core area near Broadway. Eventually some Negro population came to live near the railroad terminus where many were employed.

As Oakland grew after 1900, West Oakland became less of a focus of attention for new investment than the new area now called Jack London Square. Nevertheless, a great diversity of enterprises thrived in West Oakland related closely to the downtown core and also to transbay ferries fed by the confluence of electric street railways. West Oakland became increasingly less livable as the concentration of very heavy transportation movements through the community began to dominate at the expense of residential and commercial activities. With the virtual end of ferry service after 1938, the Oakland Mole was no longer a vital link to transbay crossings and West Oakland became "invisible" to those Oaklanders who lived and worked outside its confines. Structures soon began to suffer from neglect and obsolescence.

West Oakland, including the new BART station site, constitutes the Oakland Economic Development Council's Antipoverty Target Area "B", which is also the main nucleus of Oakland's proposed Model Neighborhood. Beyond the statistical information contained in the Appendix, it may be stated that Area "B" contains the highest proportion of houses deteriorated beyond practical rehabilitation (30 percent) of any other comparable area in the city. The housing stock is older--55 percent built before 1900--than elsewhere, and its residents pay the highest average rent relative to average income, although average household incomes are lower than any other part of the City. It is also the area with the most severe overcrowding in existing houses.

Residents of West Oakland employed within the City limits have declined in number, (from 73 percent to 60 percent) while the number working in San Francisco rose from 5.6 percent to 10.8 percent between 1960 to 1966. Fewer workers walked to their jobs, (9.8 percent verses 14 percent) while more rode the bus (now 27 percent); increased distance to employment areas for some was not matched by any increase in the overall proportion of households owning at least one car, which remained very close to the 50 percent level. Existing public housing units were supplemented by a new public housing block on 8th Street, just above the BART station site. Between 1960 and 1966 all four census tracts nearest the new BART station lost housing units and population, in large part through land acquisition for BART, the new Post Office facility, and redevelopment.



Undoubtedly due to these recent public investments requiring large land area, strong resistance of the remaining residents is evident against further non-residential land use changes. A citizens' group has supported a move to abolish industrial zoning in some areas used residentially. Reaction against any new land uses which would displace residents from their homes, however substandard, is based on the fear that those residents will receive payment only for the market value of their blighted properties, far below the amount actually required to replace their housing in today's market. Owners want payment at "replacement value."

ECONOMIC INFLUENCES ON DEVELOPMENT

The Seventh Street commercial strip, once a bustling area, has declined to a very marginal status. Although many of the present establishments are said to be owned by people residing outside the West Oakland community, there appears to be a strong desire to assure that any new capital invested in commercial development shall be devoted to establishing enterprises owned by local black businessmen. There is a feeling that the profits of such-businesses now flow out of the community, economically exploiting West Oakland customers. New commercial activities which might develop near the BART station are therefore considered with some suspicion, insofar as they might be owned by outsiders with no real concern for the welfare of West Oakland.

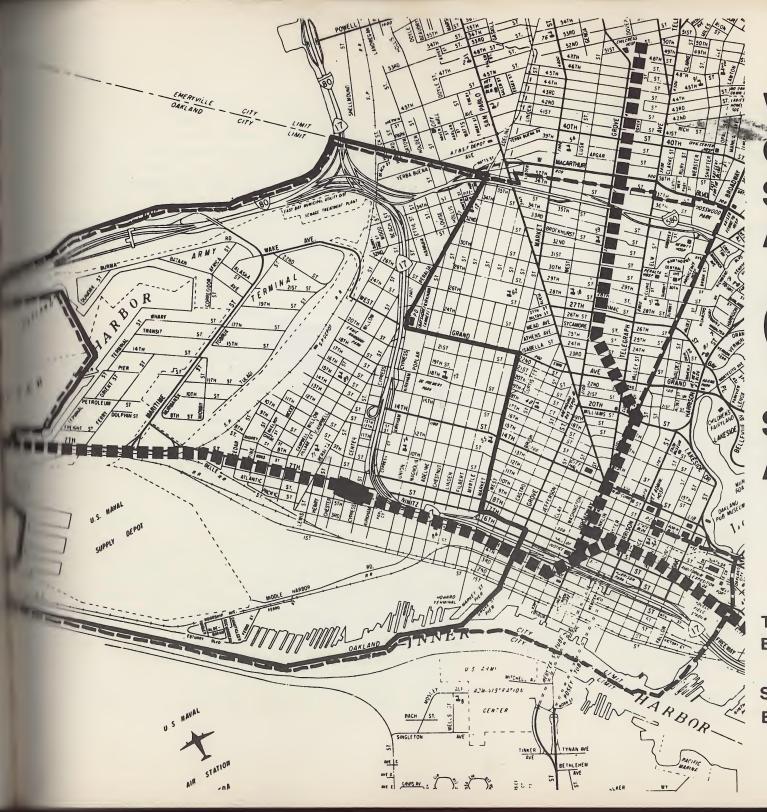
With the industrial zoning boundary now set at 8th Street, the new Post Office facility on 7th and Peralta Streets displaced residences to form a major new magnet of economic activity, probably drawing many employees to the BART facility for commuting, and stimulating truck and auto traffic on West Oakland streets. The projected total employment is 2700, most being transferred from existing postal facilities elsewhere in the Bay Area, but including about 200 new jobs to be filled mostly by eligible local workers.

The nearby Acorn Redevelopment Project, in addition to its recently completed 479 apartment units and 159 units to be completed in 1970, contains 22 acres of land reserved as an industrial park, virtually all of which has been sold for development at an average \$1.62 per square foot. Rehabilitation worth \$650,000 has already been accomplished by industries in the Acorn project area to meet City codes and redevelopment plan objectives.

Another major influence on economic activity soon to become apparent is the Seventh Street containership terminal within Port of Oakland jurisdiction. The economic influence in terms of local employment, supporting enterprises and also traffic on local streets is bound to be felt in the immediate West Oakland neighborhoods.

THE BART FACILITY

Depending on the viewpoint, it is possible to consider the West Oakland BART station as either the "first" or "last" station within City limits, the City's "front" or its "back" door. Either of these viewpoints might suggest a greater or lesser priority of concern for the environment surrounding and influenced by that station.



WEST OAKLAND STATION AREA



TARGET AREA
BOUNDARY — —

SERVICE AREA
BOUNDARY

The station apparently has been well designed to accommodate pedestrian movement from the plaza to the concourse. Paving patterns intentionally designate pathways to that end, and landscaping of the station site breaks up any monotonous expanse of paved parking area. Total costs of the station development will be \$4.8 million.

Patronage of the station in 1975 is expected to approach 4562 people boarding and alighting, 32 percent of them being "attractions" to the station area. Presumably many of these patrons attracted will be employed nearby, perhaps many of them working at the Post Office two blocks distant. The passenger "attraction power" of this station is quite high for a station outside the central district, surpassed in the East Bay only by the Lake Merritt station (48.6 percent) and MacArthur (51.1 percent). Of West Oakland residents making up the station's trip "productions," 47.2 percent will reach the station as pedestrians, being a higher percentage than at any other East Bay station. The low rate of automobile ownership accounts for this in part. It is worth noting that present zoning would actually envision a majority of the station's patrons being located beyond typical walking distance of the station, forcing heavier-than-usual reliance on automobile or feeder transit. Almost half of the local BART patrons are expected to use feeder transit systems to reach the station.

The location of the BART aerial route along Seventh Street has been severely criticized by some who feel that it irrevocably severs the commercially used (though industrially-zoned) frontage from its source of support. Some critics go so far as to urge dismantling the elevated structure and building a subway or rerouting the aerial line to coincide with the Southern Pacific right of way. Cost of such alterations would appear prohibitive and it is possible to view the elevated structure as an asset delineating a section of the city with its own character. The location of the station is a potential generator of trade, as is the large pool of employees who will be concentrated in the new Post Office structure on Seventh. Combined, these public improvements might form a kind of backbone to encourage other private investment.

LAND USE ANALYSIS

The study area is approximately the Prescott neighborhood. It is surrounded by major transportation lines. The railroad lines to the south and the west form natural boundaries between Prescott and extensive railroad, industrial, and port areas. The elevated Nimitz Freeway to the east forms a definite visual barrier. It cuts the immediate station area off from the rest of residential West Oakland which nonetheless remains within the station's service area. To the north the study area is again cut, this time by the newly constructed Grand Avenue viaduct.

The addition of the BART structure and station further divides the area as it cuts vestigal, industrially zoned, housing and commerce south of Seventh Street from the main part of the community. Yet the impact in terms of orientation is less than it might have been in that it conforms to the existing grid pattern generally, reinforces the long establishment movement hannels along Seventh Street, and finally "blends into" the mass and thrust of the Nimitz Freeway which it parallels along Fifth Street.

SEVENTH ST. ST. CYPRESS parking parking p parking 4 p kiss-ride parking FIFTH ST.

WEST OAKLAND STATION AREA



SITE PLAN

Commercial. The main commercial development in the immediate station area runs along Seventh Street across from the station site and the new post office. The Post Office and BART construction have removed most of the commercial space on the south side of the street thus hastening the street's long-term commercial decline. Remaining facilities tend towards entertainment, food and drink, and general retail facilities. There are no major large-scale food stores or supermarkets. Elsewhere the area is serviced by a scattering of small corner ("Mom and Pop") grocery stores.

Industrial. Extensive wholesale, industrial, and transportation activities surround, and to a large extent intrude into, the study area. Beyond the Southern Pacific yards to the west and south lie the Oakland Army Base, Naval Supply Depot, and the extensive facilities of the Port of Oakland including the new, Federally assisted Seventh Street Marine Terminal. The smaller industries are varied including manufacturing, metal working, packaging, and industrial services. Some of these are inoffensive neighbors while others are unsightly, ill smelling, or noisy. Detailed studies of conflicting and compatible uses will be deferred for the forthcoming Model Cities planning work.

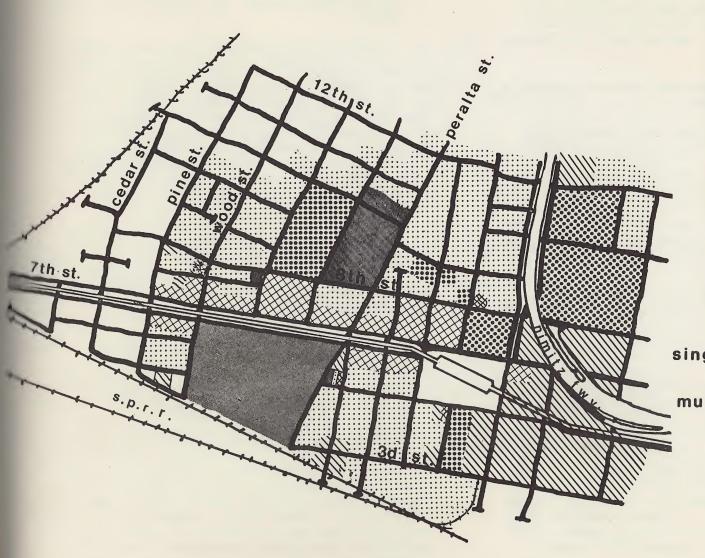
Industries in the area served by the station employ an estimated 38,000 people. They are located in a wide arc around the station area and well out of walking distance from it. Maritime Street, the main artery of the Outer Harbor area, is about a mile from the station.

There are several possible sources of land for industrial expansion:

- 1. Private market or publicly assisted conversion of existing industrially zoned, deteriorated, residential property to industrial use. This would not be recommended or encouraged without prior replacement of the housing resources affected.
- 2. Replacement of extensive (e.g., warehousing or open storage) industrial uses with more intense activities.
- 3. Addition of new industrial port land such as at the recent Seventh Street Marine Terminal fill project.

The most notable new industrial or goods-handling use is the new 2,700-employee post office distribution center located just two blocks from the station.

Circulation. Circulation problems in the area generally reflect conflicting needs of industrial, port, and residential activities. One potential problem is the impact of Seventh Street Marine Terminal truck traffic traversing residential and commercial areas of Seventh Street to reach the Nimitz Freeway. Though heavy now, such traffic may reflect only temporary BART construction and related activities. Other smooth flowing, though more circuitous, routes exist to serve the Terminal itself. Maritime Street runs north through the Port of Oakland's Outer Harbor area and the Oakland Army Base to the newly completed Grand Avenue viaduct and thence to the Bay Bridge and to the Nimitz Freeway. Middle Harbor Road runs south and east past the Naval Supply Center along the edge of the Western Pacific tracks, crosses the Southern Pacific tracks, on



WEST OAKLAND STATION AREA



single-family res.:

multi-family res.:



commercial:



industrial:



institutional:



park & open space:



an antiquated overpass, to Adeline Street, and then continues to the freeway. The above streets are part of the planned Oakland Embarcadero serving the entire waterfront and industrial belt. The improvement of this industrial belt route should be encouraged to lessen impact on Seventh Street.

Recent studies have suggested several remedial improvements in the area:

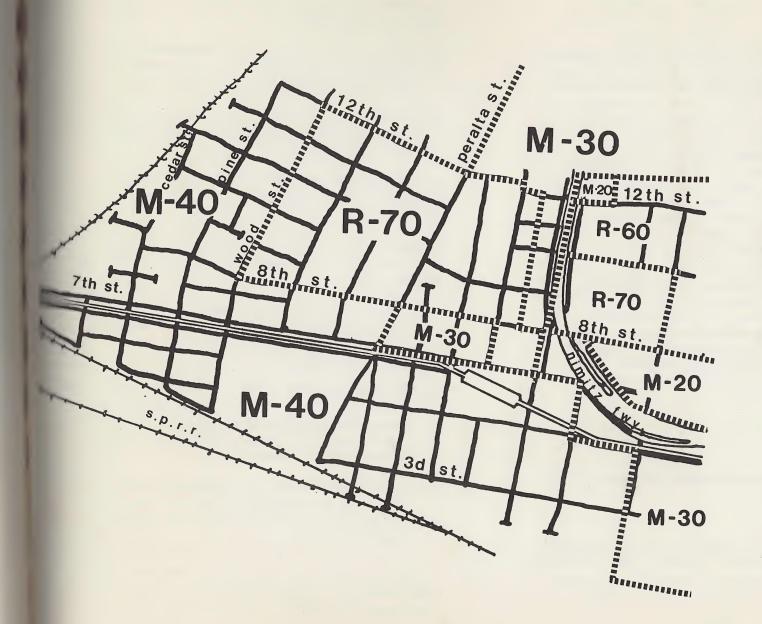
- 1. Complete reconstruction to 4 lanes of the above mentioned Adeline Street overpass.
- 2. Related development of a needed connection from Middle Harbor Road to the future Embarcadero to the east. The precise route for the Embarcadero has not been determined, but it probably would be located within the corridor running from First and Third Streets.
- 3. Development of free movement along Third Street, a portion of which is now fenced off at Cypress.
- 4. Creating a direct connection between Seventh and Eighth Streets. The preferred location for this runs from Seventh and Pine Streets to Eighth and Wood Streets. Such a connection would tend to reduce traffic on Seventh Street and would better serve the industries along Wood Street. Unfortunately, it could put the diverted east-west traffic onto residential Eighth Street and tie into the Grand Avenue viaduct connecting to the Bay Bridge and Nimitz Freeway. A less expensive alternative connection near Cypress Street would fail to improve the connection to Wood Street. On the other hand, it would risk

less diversion onto adjoining Eighth Street. The ultimate solution to handling truck traffic may well combine street improvement, street construction, and regulation of street use.

The overall problem of reconciling new industrial and port traffic with nearby residential and commercial uses may well be analogous to that faced by the city 80 years ago regarding railroad right-of-way. Then the city licensed main line railroads to lay tracks along public streets with inadequate land use controls. The result was often fragmentation of land areas used for nonrail purposes and a detrimental environment that discouraged new investment in the absence of industrial development.

Present comprehensive planning efforts, forthcoming detailed planning in West Oakland, and the above mentioned Embarcadero and related street improvements should, hopefully, prevent further such fragmentation.

Zoning Issues. Zoning issues in the area revolve around the apparent overzoning for industrial purposes of land now in residential, commercial, or other use. In effect the study area is an island of R-70 zoning surrounded by M-30 and M-40 industrial zoning. This pattern makes much of the local residential and retail activities nonconforming and favors industrial activities likely to conflict with those existing uses. Past planning studies have supported extending residential zoning from the present north boundary at 12th Street to 14th Street. However, such studies, doubting the possibility of maintaining "an acceptable residential environment" in "close proximity to railroads, heavy nuisance indus-



WEST
OAKLAND
STATION
AREA



tries, and industrial traffic, " have supported retaining the industrial zoning of the mixed industrial-residential areas below Seventh Street. 18 For similar reasons they have opposed extending residential zoning into the mixed area north of 14th Street and west of Cypress Street. BART station impact on this area and present zoning constraints on possible BART-related development are both uncertain. New residential demand next to the station might suggest residential rezoning to and below Seventh Street. Such residential possibilities should be studied; presently they seem unlikely. Either development of housing in pleasanter areas within walking distance or development of superior feeder service could extend the benefits of easy station accessibility to far more persons than might live at the station site and could do so without the compromises essential to housing development at that site. Retail impact has not been measured. Perhaps all resulting convenience shopping demand will be captured by facilities within the station. If not, some commercial rezoning along Seventh Street might be advisable to allow commercial investment there.

PLANNING GUIDELINES FOR THE WEST OAKLAND STATION AREA

Model cities planning efforts will be concerned with many aspects of West Oakland. The following guidelines are suggested for studies regarding the station area and station impact on West Oakland generally.

- 1. Station area zoning impact studies should include investigation of:
 - (a) The net effect of present industrial zoning on financing and maintenance of existing residential property.
 - (b) Potential of zoning to concentrate the more intensive labor using industries near the station.
- Land marketability for alternate uses should be examined for indications of suitable new developments.
- 3. The potential of design controls to maximize the station's beneficial visual impact should be explored.
- 4. Much attention should be given to clarifying and resolving land use conflicts in the area below Eighth Street and elsewhere. Major questions include:
 - (a) Is it desirable to have other than heavy industrial uses there? Should residences be included? If so, how much must be or can be done to lessen detrimental heavy truck traffic impact?
 - (b) Might residential or commercial uses exist in the <u>immediate</u> station area even if generally excluded from the area below Eighth Street?
- 5. If residential development is excluded from the immediate station area, means should be developed to maximize the usefulness of the

station for access to employment centers and other destinations throughout the region. Employment access is particularly important since West Oakland has the city's highest unemployment rate. The vast number of jobs in the general West Oakland area suggest that the resulting feeder service should serve several complementary functions. It should connect the residential areas to the station: it should connect the stations to the industrial areas; and with minimum time lost it should link the residential and employment areas to one another. As noted earlier the station is expected to have a higher proportion of trip "attractions" than most of the noncentral district stations. The challenge will be to properly exploit this characteristic through aggressive local land use and circulation planning. In this context "circulation planning" includes reasonably detailed transportation planning.

Any development of major new facilities should benefit present area residents and property owners. Various approaches related to joint ownership of leased sites or of new facilities should be considered.

REFERENCE: WEST OAKLAND STATION AREA

18. West Oakland General Neighborhood Renewal Plan,
Redevelopment Agency of the City of Oakland,
(Oakland, December, 1953), p. 9.







The Fruitvale Station area study is one in a series of area studies undertaken by the Oakland City Planning Department to determine the likely impact of rapid transit in the areas immediately surrounding transit stations. As part of the station area studies, the Planning staff conducted a series of round table discussions with developers, economists, realtors, lenders, architects, community representatives, and public officials to determine the likely development which leaders in these fields anticipate. Participants in the round table discussion for the Fruitvale Station area were:

- Abe Doty, Realtor and President, Abe Doty Realtors
- Charles Carver, Assistant Regional Administrator, Federal Housing Administrator, U. S. Department of Housing and Urban Development
- John L. Crain, Transportation Specialist and Economic Analyst, Stanford Research Institute
- Lawrence A. Joyner, Community Representative from East Oakland
- L. A. Kimball, Assistant Manager, Bay Area Rapid Transit District
- Michael Kaplan, City Planner, Oakland Redevelopment Agency

- Irving Malnick, Fruitvale Area Merchant, Partner, J. Malnick Department Store
- John McMahan, Urban Economist and Director, Development Research Associates
- Corwin R. Mocine, Professor of City and Regional Planning, University of California, Berkeley
- Richard Mitchell, formerly Assistant Regional Administrator for Renewal Assistance, U. S. Department of Housing and Urban Development
- Bestor Robinson, Attorney and member, Oakland City Planning Commission
- Mitchell Van Bourg, Architect
- Cliff Viery, Manager, Bank of America, Fruitvale Branch

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HISTORICAL INFLUENCES ON DEVELOPMENT

The residential, commercial and industrial pattern surrounding the site of the Fruitvale BART station began to emerge around the turn of the century. The district developed into something of a minor crossroads just beyond the outer loop of today's Central District.

A horse car railway connecting Alameda's Park Street to East 12th Street in Oakland in 1892 paralleled another which extended along East 14th Street as far as High Street. At about the same time, electric street transportation began to extend in the direction of Fruitvale from downtown Oakland. The Oakland, San Leandro and Hayward Electric Railway stimulated subdivision of agricultural land in its path, so that by 1909 over forty percent of the present housing stock in the area surrounding the Fruitvale station was already built. In 1902, "Borax" Smith's Key System railway connected East Oakland's diverse street railways into a citywide system of rapid electric transit leading to the San Francisco ferry terminals.

Main-line railroads also laced this district in the early days of Oakland's development. The Western Pacific was first to establish its right-of-way, in a sense laying the groundwork for to-day's BART route through Fruitvale. Southern Pacific was not long in arising to compete, soon after 1885, establishing a parallel route toward the heart of Oakland. In freight as in early passenger rail service, competition drove the transportation companies to wasteful duplication of rail lines serving the same areas, and in the process divided land almost irrevocably into

relatively long, narrow strips. This pattern has been generalized into a belt of industrial land use shown on the Oakland General Plan, but it is a belt actually penetrated in many places by small residential developments.

The industrializing influence of the mainline railroads may have been especially important in the Fruitvale District because the Fruitvale Avenue bridge today provides the only direct rail connection to Alameda Island, to the Alameda Belt Railway and the Encinal Terminal there. In this sense, the rail lines formed a major intersection from different directions. From the southeast came agricultural produce from the valleys to the Bay shipping points. Near the rail lines arose numerous food processing plants to prepare for shipment, and typical of these were the California Packing Corporation's three plants in the Fruitvale District established by 1920. All three of these are within 1/2-mile of the Fruitvale BART station, and today employ a total of 1350 people.

The crossroads effect of rail and highway facilities in this area may also help to explain the emergence and continued growth of the Montgomery Ward outlet at 29th Avenue and East 14th. With its large mail order business depending originally on rail and water transportation, and its retail outlet later adding the necessity of truck and auto access, the firm has grown from a converted Magnavox factory in 1919 to an 8-story sectional headquarters.

Early commercial and industrial concentration was coupled with retail and residential development, especially on and near East 14th Street. Housing construction flourished early in the area below East 14th Street, but tapered off sharply after 1929. By contrast, the housing above East 14th Street was built before 1919 while 30 percent was built after 1950. During World War II, considerable conversion of single-family dwellings to multiple-family occurred to accommodate workers in wartime industry.

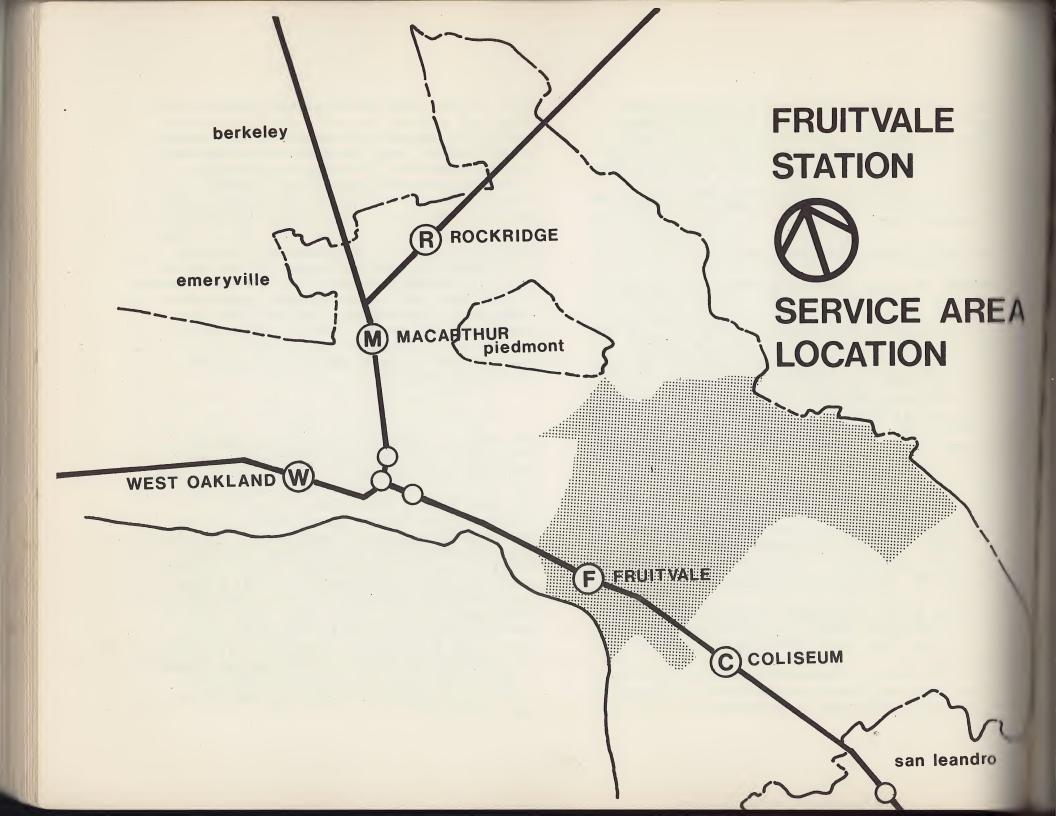
ECONOMIC INFLUENCES ON DEVELOPMENT

Perhaps the most important influence on economic activity of the Fruitvale station area is the historic transportation pattern, conjoining several different modes of travel and providing a meeting place for people carrying out diverse activities. These include the industrial activities associated particularly with railroad; retail functions dependent first on streetcar, then on automobile travel along the several major arteries there; and residential activities enjoying automobile access as well as public transportation connections to downtown and other parts of the region. Major streets from residential areas fan out in a kind of radial fashion from the main retail district along East 14th Street, indicating the focus provided there when the streets were laid out. The focus was reinforced by the passenger stop of the "red train" commuter service on the Southern Pacific railroad.

A review of building permit files discloses that in the five years preceding the affirmative vote on the BART bond issue, there was a moderate amount of construction investment above East 14th Street in retail establishments, offices and medium-density apartments. Below East 14th during this period, comparable investments were very

rare. Indeed, the most prominent capital expenditure was a public one for a new fire station. After 1962, however, some change in this pattern became evident. Both above and below East 14th Street, investments were made in commercial structures, but these were mainly confined to the areas between 29th and Fruitvale Avenues. From Fruitvale east toward 38th Avenue, few investments occurred along the East 14th Street retail strip, but below the Western Pacific railroad tracks numerous investments were made in new and reconditioned light industrial buildings. Typical of these were small machine shops, service stations, and cabinet shops. Some of these were undoubtedly the result of displacement of small business within the BART right of way along East 12th Street and their relocation in the near neighborhood.

The shift of commercial investment along East 14th Street from Fruitvale Avenue toward 29th Avenue is characterized by highly visible allowance for off-street automobile parking. Used car sales lots, a restaurant, a new bank, auto service center, and Montgomery Ward itself all provide ample parking on their sites. The older retail establishments in the other direction from Fruitvale Avenue, however, provide parking mainly on-street and behind the retail strip, the frontage of which is relatively unbroken by access ways to the parking lots. This seems to have the psychological effect of being just a little less inviting to a customer arriving by auto, because the possibility of parking closely to the entrance of a particular establishment is not very certain to a driver on one of the main arterials.



The type of investment occurring in the vicinity of Ward's may also be characterized by its development of larger sites than those in the other direction from Fruitvale. A large medical office building, the 90-bed Oakland Hospital, a proposed new 98-bed convalescent hospital, and International House of Pancakes Restaurant exemplify this difference. Montgomery Ward's sets the overall scale of the surrounding development, both physically and in terms of retail sales. The commercial establishments two blocks in either direction from Ward's, between 27th and Derby Avenue, totaled more than \$21 million in retail scales in 1963. 19 This amount, generated by 20 stores, compares well with that of El Cerrito Plaza Shopping Center in the same year, where 76 retail establishments sold \$26.5 million worth of merchandise and San Leandro's Bayfair Shopping Center which sold \$24 million worth.

Some of the industrial plants are experiencing difficulty in expanding, because of the divided ownership pattern of the adjacent, small residential parcels. Participants in the Planning Department's round-table discussion acknowledged that resulting high land costs are not competitive with those further out along the BART line, for example, in Union City where raw land might be purchased for about 1/5 the cost of industrial land in Oakland. Because of a current tendency for certain industries similar in nature to California Packing and Owens-Illinois to locate in cheaper suburban areas, the future industrial role of the Fruitvale area must be viewed in light of that competition.

SOCIAL INFLUENCES ON DEVELOPMENT

The Fruitvale BART station occurs within the area

designated as Target Area C by the Oakland Economic Development Council, Inc. A recent study of population shifts in Oakland between 1960 and 1966²⁰ indicated movement of about 1000 Negroes from West Oakland to Area C, and movement of about 2700 whites to other parts of Oakland. As the statistics in the Appendix show, the 15 percent rise in nonwhite population was almost equal to the 15 percent drop in white population. The growth of Spanish surname population from 15.9 percent to 18.1 percent was a more gradual increase, but added to the already considerable number of people in that category. The tables in the Appendix provide more details of the sociological trends in the general Fruitvale station area.

As a general matter, the figures indicate a change in population composition, a younger median age, and a slowing of population growth or even population loss. Although Area C had the second highest rate of overcrowded units of the four target areas, this rate did not increase from 1960 to 1966, and was only half of that in Area D, the one with the highest rate of overcrowding. It is important to note that the residential area below 14th Street experienced a loss of 674 units between 1960 and 1966 due to BART and other construction, and its vacancy rate of 6.2 percent fell below other neighborhoods in Target area C. In the area as a whole, there were almost 1000 fewer single-family units in 1966 than in 1960, and almost 1000 more units in structures containing more than 10 units. The greatest percentage of units in large multifamily structures was above East 14th Street. Condition of housing above East 14th Street in 1966 was much better than that on the other side, approximately 80 percent



FRUITVALE STATION AREA



SERVICE AREA

TARGET AREA C
BOUNDARY ---

SERVICE AREA
BOUNDARY —

of it sound as compared to only 50 percent below 14th Street.

The nonwhite median family income rose more rapidly and reached a higher level than the median for the total area C population between 1960 and 1966. This may be due to the lower age of nonwhites and a greater tendency to be in the labor force than older whites. On the other hand, male unemployment among nonwhites continued at a considerably higher rate than that for the area population as a whole. Further, the number of Negro households living below the poverty level was disproportionately high with relation to the percentage of Negroes in the total area population.

The percentage of employed people from Target Area C who are employed within the city of Oakland has dropped by about seven percentage points since 1960, and the percentage working in San Francisco County has risen by approximately the same amount. The percentage working elsewhere in Alameda County has remained the same. The number of workers who get to work by bus increased 50 percent in the six-year period, while the number using private autos or car pools increased only moderately. The degree of auto ownership changed very little from 1960, continuing to be slightly below the Citywide average.

PROPOSED AND PROGRAMMED PUBLIC IMPROVEMENTS

Although population has not jumped dramatically in the Fruitvale area in recent years, the number of young people in the households continues to exert pressure on public facilities such as schools and parks. The Hawthorne Elementary School, serving the area generally above East

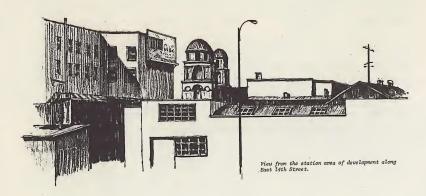
14th Street, expects an increase in the next few years of some 60 pupils who will move into turnkey housing units in the vicinity.

Lazear School serves the area generally from the Nimitz Freeway to the Estuary. Its location is good with respect to the area serviced but is in a poor school environment with surrounding factories and freeway. For this school, little addition to present facilities is called for, but renovation will be needed as long as it continues to function in this location. Expansion of the present site appears to be impossible.

School	1968 Enrollment	1973 Enrollment	Existing Site	Recom- mended
Hawthorne Elementary	529	674	(acı 4.11	res) 10.7
Lazear Elementary	440	420	3.99	8.5

Saint Elizabeth's Roman Catholic parish operates a high school and an elementary school on 34th Avenue. The present high school enrollment of 930 is expected to increase to approximately 1000 by 1973, and the elementary enrollment is expected to remain at approximately 650. The facilities appear to be adequate in size, having received considerable investment in recent years. The church also runs a day care center in the same general location, in conjunction with a convent.

A unique Latin American library was established in rented quarters on Fruitvale Avenue in 1966, funded by both Federal and City governments. The library carries a broad range of Spanish and Eng-



lish books and records. It is across the street from another public facility, tailored to emerging social needs and the Fruitvale Service Center, funded by the OEO to provide employment counsel and organizational assistance to the community.

A local assessment district was formed by property owners along East 14th Street for the purpose of tree planting between 37th and 38th Avenues. It is hoped that this "seed" project will generate further beautification in other parts of the retail district.

THE BART FACILITY

The station platform has been complete since early 1968. Completion of the station will bring its total cost to approximately \$6.2 million. Since the Fremont leg of the BART system is scheduled to begin operation earlier than most other segments, this station may

begin limited operations in several years' time. Travel time from the station will be about 6 minutes to downtown Oakland, 14 minutes to Montgomery Street in downtown San Francisco, and 23 minutes to Fremont.

The architectural details of the station indicate a double-platform loading arrangement for the two directions of travel. A broad plaza is planned at ground level where passengers approach the station structure. The external support structure of the station suggests a feeling pf massiveness and solidity. The environments on the two sides of the station platform are quite different: the one toward East 14th is predominantly parking and retail; toward the Estuary it is industrial and rail-oriented. Passengers ascending to or descending from the southbound platform will daily be exposed to the less pleasant side of the station.

The station parking lot will accommodate approximately 625 cars when complete. The clearance of land to provide for this capacity has created a very empty space separating the station from the East 14th Street retail stores. Some 400 feet away from the station, passengers will view the backs of stores which face in the opposite direction, toward East 14th.

PASSENGER ACCESS AND PATRONAGE

Fruitvale station by 1975 is expected to have the heaviest patronage of any station in the entire East Bay, totalling 23,801 on an average day. Of these, 20,801 or 84.9 per cent will be trip productions, as compared to 3,602 trip attractions. 22

EAST 14 TH STREET 12 TH STREET Parking Parking kiss-ride parking Parking kiss-ride SAN LEANDRC STREET AVE. 33 RD 34 TH 35 TH

FRUITVALE STATION AREA



SITE PLAN

Thus, Fruitvale is conceived primarily as a collector station, with its use as a destination playing a relatively minor role. The explanation of this emphasis lies in the size and makeup of the service area, a major portion of which is indicated by the "Area Location Map" on page 80. The station is expected to collect passengers from widespread residential areas, approaching the station along freeways and major arterials running in all directions.

Feeder bus service to the station is expected to provide 58.4 percent of the total patronage, as recently proposed. 23 The plan would discontinue present transbay bus runs along the Nimitz Freeway and East 14th Street. Local bus runs from the direction of the hills would be continued across East 14th Street directly to the station, bringing passengers down Fruitvale and 35th Avenue, with numerous other existing and proposed lines providing service along East 14th Street. No buses will be allowed to cross the Fruitvale Avenue or 29th Avenue bridges from Alameda, the only bus service from that direction being indirectly via High Street bridge. The 16.2 percent (about 3800) passengers expected to originate in Alameda, therefore, may be expected to arrive by some alternate transportation, mostly automobile.

Of the total automobile access, a large percentage (18.3%) is expected to be kiss-ride traffic, accommodated in three separate points on either side of the station. Most of the remaining automobile usage must be expected to park near the station. The present site plan indicates only 625 spaces, while the 1975 estimate of parked autos is 2400 cars. If this level of demand actually materializes, additional parking seems

urgent -- or a dramatic increase in the proportion of passengers served by feeder transit.

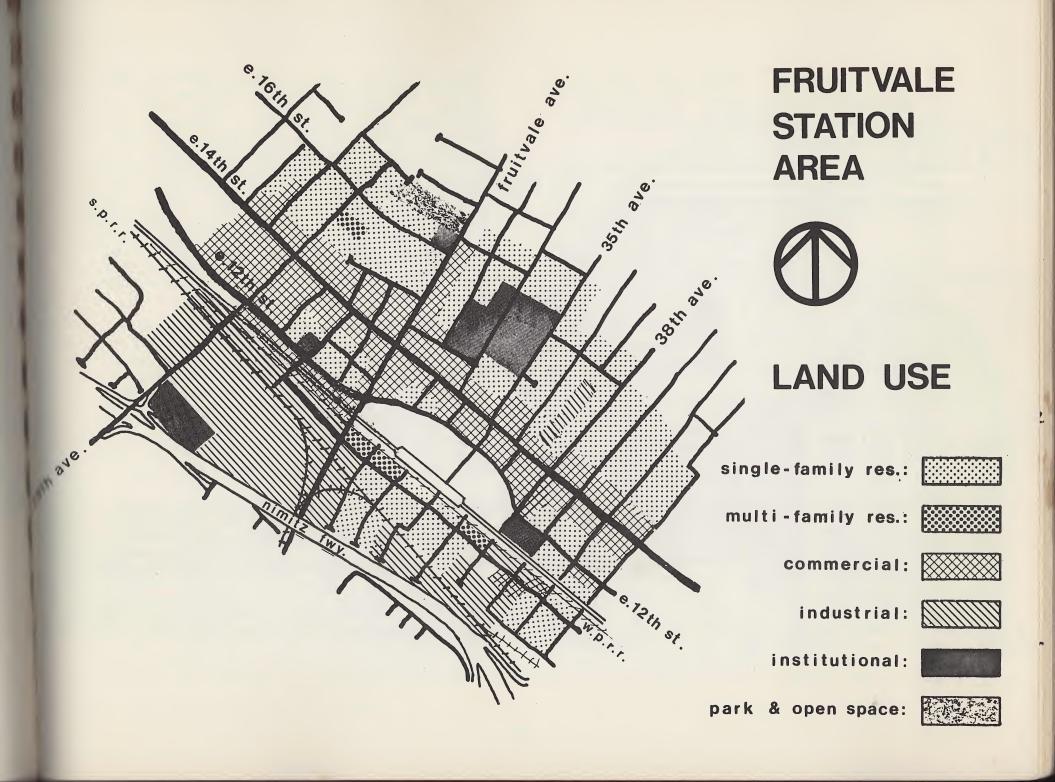
Considering the relatively high density of many residential areas in the service area, and the directness of approach to the station, the latter alternative (more feeder lines) might be more feasible.

LAND USE ANALYSIS

Residential. As indicated earlier, there is a general division between residential areas above and below East 14th Street, with the former area being both of higher density and generally better physical condition. Below East 14th Street, the scattered residential pockets are mixed with industrial and heavy transportation activities. Especially in the wedge shaped district between the Southern Pacific Railroad and Nimitz Freeway, deteriorated physical condition of houses is the rule rather than the exception.

Investment in construction and alteration of residential structures, within 1500 feet of the BART station site, has declined in the past five years. Between 1957-1962 there was a moderate number of new investments above East 14th Street, although very few below. Between 1962-1967, however, there were very few residential investments exceeding \$4000, either above or below East 14th.

The contrast in scale of residential buildings to the adjacent commercial and industrial areas is quite sharp. Single-family homes stand within 100 feet of eight-story buildings such as the Oakland Hospital and Montgomery Ward's. The difference in intensity of land use is not unpleasant. BART's alignment has led to the creation



of several "landlocked" housing areas, more isolated than previously, in some cases with reduced accessibility to local streets. These changes appear to have worsened the residential environment in some cases.

Commercial. The well-established Fruitvale commercial district along East 14th Street is within easy walking distance of the station site, but is (psychologically) distant because of orientation away from it. The visually strong commercial attraction is Montgomery Ward's eight-story structure, but that is almost 2000 feet distant and its visual connection to the station is unappealing at the present time.

Reference was made earlier to the newer and more open character of commercial development west of Fruitvale Avenue, toward Montgomery Ward's. From Fruitvale Avenue eastward, older commercial buildings accommodate a large variety of small shops and offices oriented to local service. It appears to have been based on local pedestrian trade to a large extent, with parking facilities squeezed onto available sites behind buildings as the needs and opportunities to do so occurred. There are several municipal parking lots behind this retail area as well.

Another invisible boundary to this pedestrian scale retail area occurs at 39th Avenue, which is, incidentally, the approximate walking distance (one half mile) used to delimit station impact areas in this report. At that point, the nature of commercial development abruptly changes to automobile-servicing establishments, with numerous muffler shops, repair facilities and the like occurring in each succeeding block to the east of 39th Avenue.

Fruitvale Avenue forms a spur of commercial and service activity leading away from East 14th Street. A number of medical services also occur along this spur, relating to the concentration of doctors' offices on East 14th Street. It also forms the main non-residential link between commercial activities on Foothill Boulevard and those on the estuary side of the BART tracks near San Leandro Street. San Leandro Street forms another kind of commercial district, although zoned industrial. Some of the light industrial uses which have emerged there recently are oriented to automobile servicing, and between Fruitvale and 39th Avenues there are several service stations including one built in the past year.

It is said that among the obstacles to more aggressive response to the opportunities for improvement of the retail area are a rising local crime rate, uncertainty about the effects and timing of BART, and typically short-term leases of commercial space in buildings owned by absentee landlords who have little interest in the long-term development of this area. There are a number of vacant stores in the seven blocks along East 14th Street from Fruitvale to 39th Avenue.

Institutional. There is a considerable concentration of institutional uses near the Fruitvale station site. Saint Elizabeth's Roman Catholic church is prominent both visually and in terms of diversity of services. The hospital and doctors' offices provide a significant supply of medical services. In addition to the elementary schools mentioned earlier, Dewey Continuation School for deferred high school completion is located in the block just adjacent to the station site. The new post office and fire station add symbols of permanence and importance to the Fruitvale district.



Several buildings along East 14th Street have been converted to uses other than those originally intended.

Office. There are approximately 100,530 square feet of office space within walking distance of the Fruitvale station, including doctors, dentists, administrative and sales, loan and real estate offices. Almost half, 44,791 square feet, of the total office space is occupied by doctors, dentists and chiropractors. Most of the office space is used intensively and is in generally good condition. Many of the types of offices serve mainly local needs.

Industrial. There are now approximately 353 people employed in the predominantly industrial area near the BART station within walking distance of that facility. The density of employment there varies between an average of 1072 square feet of floor space per employee and 1274 square feet.

It is interesting to note that, in contrast to industries near the Coliseum station, those near Fruitvale station are generally enclosed with buildings covering a large percentage of the site. The Cal-Pac canning plant, plastics and metal fabrication establishments, small machine shops, cabinet shops, and printing firms are characteristic of the activities taking place. In general, these are not "labor intensive" industries, and would not be likely to benefit very directly from BART as a means of transporting their employees.

On the other hand, these industries do derive some benefit from their location close to rail and truck routes and to supporting services in the vicinity. Main disadvantages of the location include difficult acquisition of adjacent residential properties for expansion, crowded parking facilities both on-and off-street, and congested truck movements on narrow local streets and through crowded intersections.

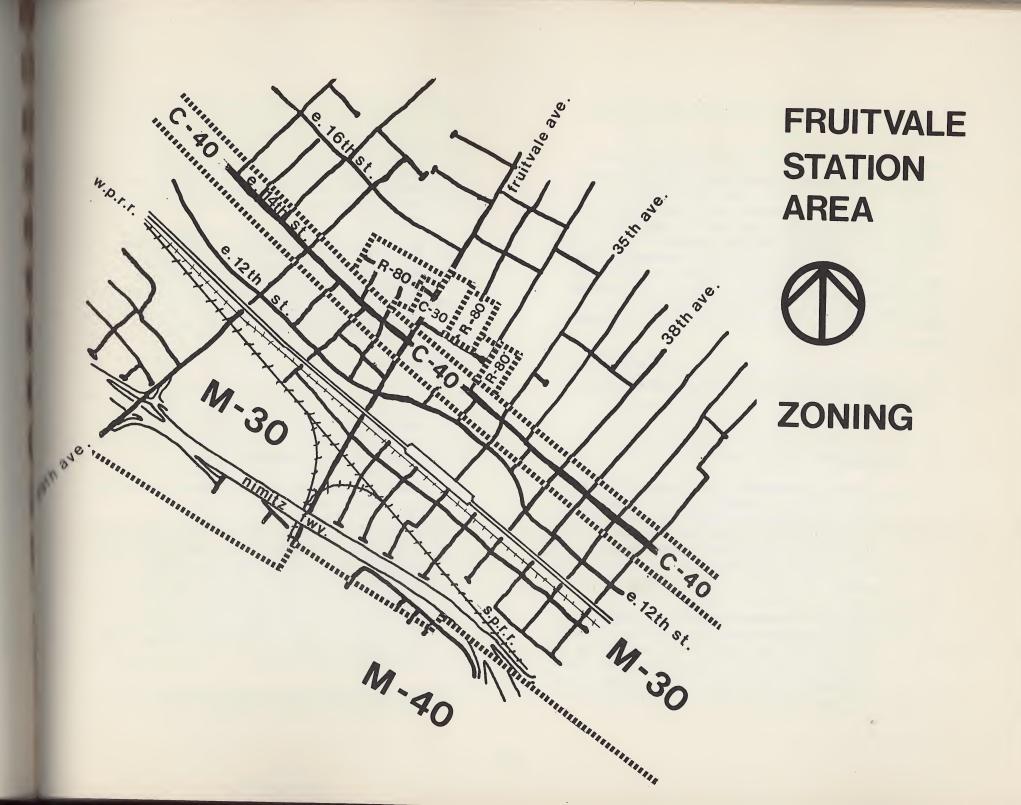
<u>Circulation.</u> Major arterials converge on the station site, making it a potentially good collector point. The streets serving this function, as traffic builds up along them, may become less efficient as use of the station increases. Abutting residential development may suffer from exposure to the resulting traffic, since it may be distributed over several parallel streets.

The realignment of East 12th Street to go around the BART parking lot creates an interesting design, and provides high-capacity traffic distribution. However, some of the parking space which earlier served the retail strip on East 14th Street thereby was reduced in size and capacity, therefore presenting a potential shopper-parking problem to that district.

The main distribution routes for traffic entering and leaving the BART parking lot will be Fruitvale, 35th and 37th Avenues. The intersection of 35th Avenue with East 14th Street, since it is not straight, may present problems of traffic movement at peak hours.

The Zoning Pattern. Between the freeway and East 14th Street, M-30 General Industrial zoning governs to within 100 feet of East 14th Street. Below the freeway, M-40 Heavy Industrial zoning is in effect.

Above the BART route, the M-30 zone has low-density residential and commercial development. In this area it seems as if industrial uses intrude upon a fundamentally residential precinct, while below the freeway it appears that residential uses interfere with an area legitimately and logically set aside for industry.



PLANNING GUIDELINES FOR THE FRUITVALE STATION AREA

The general concensus of the Planning Department's round table discussion of the Fruitvale station area's potential was not optimistic. Even though many strengths were cited, the ability of the area's residential, commercial and industrial locations to compete with others newly brought into the regional access network seemed to discourage spontaneous investor interest in Fruitvale. An altogether different perspective was obtained, however, when possible public incentives were suggested to make the area more competitive.

The following suggestions could be taken as general indications of public and private action to capitalize on BART:

1. Residential

- (a) Encourage removal of dilapidated dwellings below the station. Public acquisition of these dwellings through some form
 of industrial renewal program seems the
 most direct method of assuring their proper disposal and re-use for a logical purpose.
- (b) Explore the advantages of retaining the present residential neighborhood between the station and Ward's but increasing its density. The good homes presently located there could probably find a good transition market in medium-density apartments.

- (c) To stimulate private investment in new residential construction, and to begin restructuring of the formless area now lying between the BART station and East 14th, some public initiative should be exercised. Two possible uses are turnkey public housing units and senior citizen housing.
- (d) Design of any new housing should assure that the BART station does not become "walled off" from the view northeastward past the church towers to the hills. Density, bulk and orientation of buildings should be regulated to this end.

2. Commercial

- (a) Provide landscaping and graphic design assistance to the merchants on East 14th Street, to encourage orientation of trade toward the station. Signs, show windows, and pedestrian pathways from the station parking lot could be exploited to lend identity to this shopping area and bring new life to it.
- (b) Anticipate further large-scale investment in the vicinity of Ward's, and encourage automobile-oriented uses to locate there rather than in the district between Fruitvale and 39th Avenues. In this latter district, the continuous retail frontage should be exploited, avoiding uses which break it up with parking or open land development.
- (c) San Leandro Street might become a commercial area devoted primarily to auto-serv-

- ing uses -- service stations, repair, etc. Its location in a presently industrialized area would allow easy transition, and could provide a ready market for land. Devotion of this area to such uses would help avoid their encroachment on the other side of the station, where a pedestrian orientation should be sought.
- (d) Probably newly exposed to the Fruitvale station's commercial district will be the more than 20 percent of total passengers (4000 people) who will originate from residential areas above MacArthur Boulevard. The shopping needs of people in that higher-income range should be anticipated, insofar as they might be accommodated on a trip to or from the station.

3. Recreational

- (a) Small scale recreation areas, both active and passive, could be important to the future function and value of the station.
- (b) Senior citizens should become an important part of the residential population in future years and would be much attracted to civic sub-centers such as might be developed in conjunction with a multi-service center. Proposals developed in the 701 Urban Design Study suggest this as part of a site development based on Sausal Creek's esthetic and recreational possibilities.

4. Industrial

(a) The high degree of exposure of this dis-

- trict to passengers on the BART system suggests that an industrial park appearance would have considerable advertising value for firms there, and could also stimulate the market for land in any publicly-assisted land assembly project.
- (b) Areas of land now committed to large industrial establishments may become available during the next 20 years. Vacant structures could be evaluated at that time for their conversion to new industry or for possible clearance and re-sale of the land for an altogether new enterprise.

5. Circulation

- (a) Give further serious study to a means of connecting San Leandro Street to East 12th, with a grade separation over Fruitvale Avenue, as proposed in the Planning staff's 701 urban design sketch plan.
- (b) Explore ways of combining such a design with a long planned grade separation of Fruitvale Avenue and the Western Pacific tracks. Construction of the BART tracks necessitates redesign of the previous plan, and other street priorities have deferred financing for some 10 to 20 years. Perhaps a combined overpass could solve the grade separation needs of both San Leandro Street and Fruitvale Avenue.
- (c) Wasteful short, dead-end streets on either side of San Leandro Street suggest the land use pattern in that area

- should be changed and probably many streets could be abandoned to allow land assembly.
- (d) If a residential precinct is to be established between the station and Ward's, 31st and Derby Avenue should probably be closed off at East 12th Street, to minimize intrusion of outside traffic, and make East 12th Street more efficient.

6. Zoning

- (a) Change M-30 zoning boundary to run generally below the BART tracks, replacing it with medium or medium-high density residential zoning.
- (b) Change C-40 zoning on East 14th Street, between Fruitvale Avenue and 39th Avenue, to C-45 or C-35 in order to encourage compact development rather than open-type establishments. The C-40 zoning might be retained in either direction from Fruitvale and 39th Avenues, acknowledging the difference in types of commercial districts there.
- (c) Extend the R-80 districts above East 14th Street so that they constitute a continuous band from Sausal Creek to 39th Avenue. However, restrain such higher density zoning until the housing market strenghtens near the station for this scale of construction.

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The Coliseum Station area study is one in a series of area studies undertaken by the Oakland City Planning Department to determine the likely impact of rapid transit in the areas immediately surrounding transit stations. As part of the station area studies, the Planning staff conducted a series of round table discussions with developers, economists, realtors, lenders, architects, community representatives, and public officials to determine the likely development which leaders in these fields anticipate. Participants in the round table discussion for the Coliseum Station area were:

- Abe Doty, Realtor and President, Abe Doty Realtors
- Charles Carver, Assistant Regional Administrator, strator, Federal Housing Administrator, U. S. Department of Housing and Urban Development
- John L. Crain, Transportation Specialist and Economic Analyst, Stanford Research Institute
- Lawrence A. Joyner, Community Representative from East Oakland
- L. A. Kimball, Assistant Manager, Bay Area Rapid Transit District
- Michael Kaplan, City Planner, Oakland Redevelopment Agency

- Irving Malnick, Fruitvale Area Merchant, Partner, J. Malnick Department Store
- John McMahan, Urban Economist and Director, Development Research Associates
- Corwin R. Mocine, Professor of City and Regional Planning, University of California, Berkeley
- Richard Mitchell, formerly Assistant Regional Administrator for Renewal Assistance, U. S. Department of Housing and Urban Development
- Bestor Robinson, Attorney and member, Oakland City Planning Commission
- Mitchell Van Bourg, Architect
- Cliff Viery, Manager, Bank of America, Fruitvale Branch

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HISTORICAL INFLUENCES ON PRESENT DEVELOPMENT

Development of the area around the Coliseum station occurred rather late with relation to other parts of the City. But its slow pace of development must be attributed to factors other than the lack of transportation facilities, because these were abundant almost from the earliest history of Oakland.

When this southeastern part of the City was still owned by the Peralta family, the main transportation route was the San Antonio and San Leandro Road. This route later was designated as East 14th Street which still serves the area.

In 1870 the Western Pacific Railroad had a station site at 73rd Avenue. At the same time the Alameda Railroad extended its rails about midway between the Western Pacific tracks and East 14th Street, with a station near the future route of 69th Avenue. By 1892 an electric street railway served East 14th Street, and the Southern Pacific Railroad near the Bay shoreline had a stop at Fitchburgh station.

As with other interurban rail stations and street railway systems, the passenger service was probably intended to support speculative residential subdivision. But recorded subdivisions apparently were not as successful as expected, because numerous resubdivisions of the same land took place. Maps dating in the late 1800's showed few signs of human habitation except for occasional farmhouses and "warehouses" scattered throughout. A county road extended from East 14th Street to Damon's Landing, roughly where Damon Slough now enters San Leandro Bay. Small storage buildings

in that vicinity suggest that shallow draft vessels could navigate the Bay for freight haulage.

Until fairly recently, development of the land near San Leandro Bay was difficult because of marshy soil conditions. Subdivision streets mapped in 1909 went to the edge of this marsh and discontinued abruptly, approximately where the Coliseum complex is located today. The marshy land beyond was held in approximately 10 large ownerships.

Industrial development was also rather slow to emerge in this East Oakland location. A map of development existing in 1945 shows only a few heavy industries located near the Southern Pacific and Western Pacific Railroads between 69th and 81st Avenues. However, there was much industrial development both toward Oakland and toward San Leandro on either side of those avenues, leaving a kind of industrial gap in between. There was little discernible development of any kind along Hegenberger Road, toward the Oakland Airport. It may be that the combination of marshy ground and the long-standing subdivision of land into residential parcels made this area non-competitive while other suitable land nearby was still available.

After 1945, when the route of the Nimitz Freeway was established near the San Leandro Bay shore-line, more residential development occurred. Over one-half of the present housing stock in Target Area D, wherein the Coliseum Station lies, was built after 1940, a high proportion compared to all the Antipoverty Target Areas in the Oakland flatlands. In 1951 the City Planning Commission's Plan for Shoreline Development proposed a continuous belt of industrial development be-

tween San Leandro Street and the Airport, with a major port facility on San Leandro Bay. By the mid-1960's much of the industrial property along the railroad corridors near the Coliseum site had been developed for industry or for warehousing and wholesaling. A large amount of vacant land remains even today, however, near the Coliseum facility and the freeway, although the Port of Oakland Industrial Park is developing rapidly and land values are appreciating considerably.

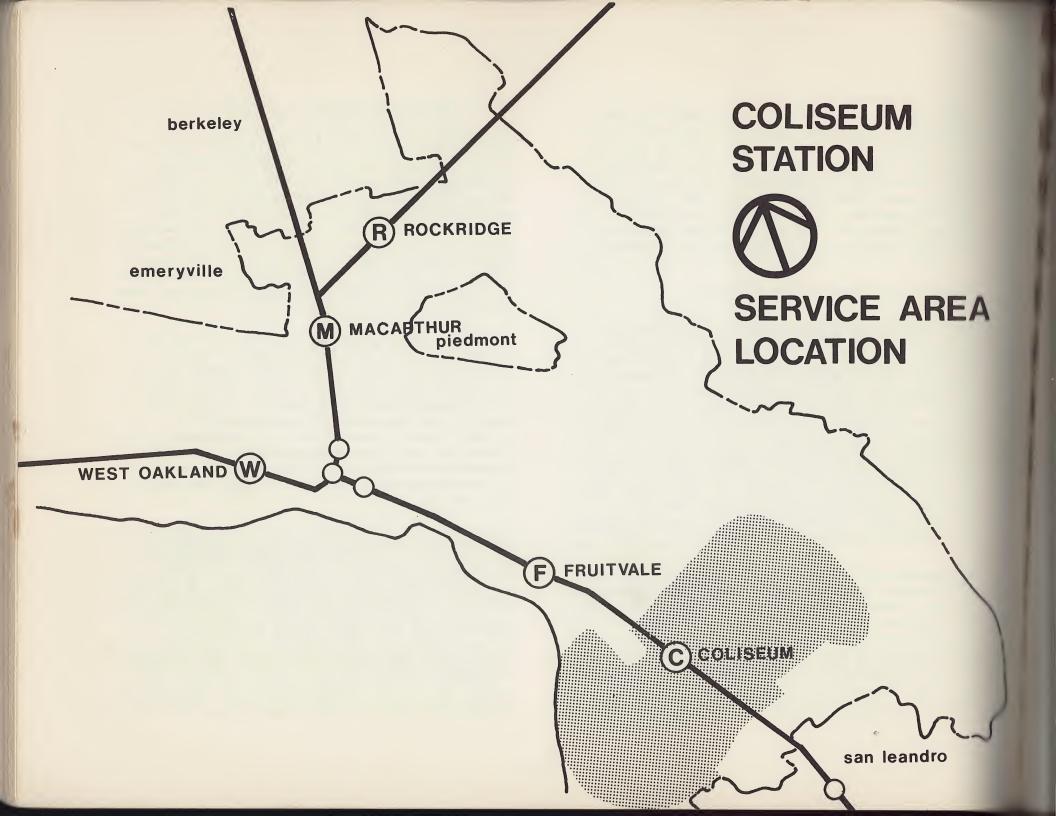
ECONOMIC INFLUENCES ON DEVELOPMENT

The Coliseum station area has not benefited by much investment of private capital in the last decade. An earlier planning staff study ²⁴ revealed that the rate of capital investment in industrial structures has declined steadily for the past 20 years. Of course the initial large investment to construct industrial buildings may be expected to overshadow later additions or maintenance of the same properties but visual observation of some of the establishments shows both low levels of maintenance and under-utilization of land. This latter trait is exemplified by scrap yards and vast storage spaces characteristic of locations where land values are relatively low.

Not unexpectedly, however, the value of land near the Coliseum has risen considerably over the past decade. Public appraisal of the land bought for the Hegenberger Expressway, taking a crosssection throughout the station area, indicates that values may have doubled in that period. Beside the unceasing growth pressure of the entire Bay Area, the versatility of usage of the land in this vicinity has been enhanced by airport development, the Coliseum, the Hegenberger Expressway, and freeway access, BART access, and further development of industrial and commercial land in the Port of Oakland's industrial park. Related to the Coliseum development have come drainage and street improvements and addition of a second freeway interchange at 66th Avenue. The Coliseum and Oakland Airport have lent this area a new image and prestige that it did not enjoy earlier, and it will be exposed to ever-growing numbers of people traveling through on business and pleasure trips. It appears, then, that public investments have had a great deal to do with the rise in land values.

In 1965, a thorough marketing study of the Port of Oakland's land west of the Nimitz freeway ²⁵ indicated land values there would average \$1.50 per square foot, compared to much lower industrial land prices elsewhere in Alameda County. This report noted that this average value would probably mean a slow and limited development of industrial uses, and recommended that a large proportion of the Port's land should therefore be devoted to other uses, principally high quality residential.

Ultimately, the Port's Board of Commissioners decided to sell that land for development primarily as an industrial park. The demand for properties, being sold for prices approaching \$2 per square foot in certain key locations, has exceeded what was previously forecast. Some of the financing for land improvement and construction of facilities has been assisted with Federal funds, including public works loans and Economic Development Administration grants. One of the objectives of this federal assistance has been to provide more jobs for the unemployed. Increased



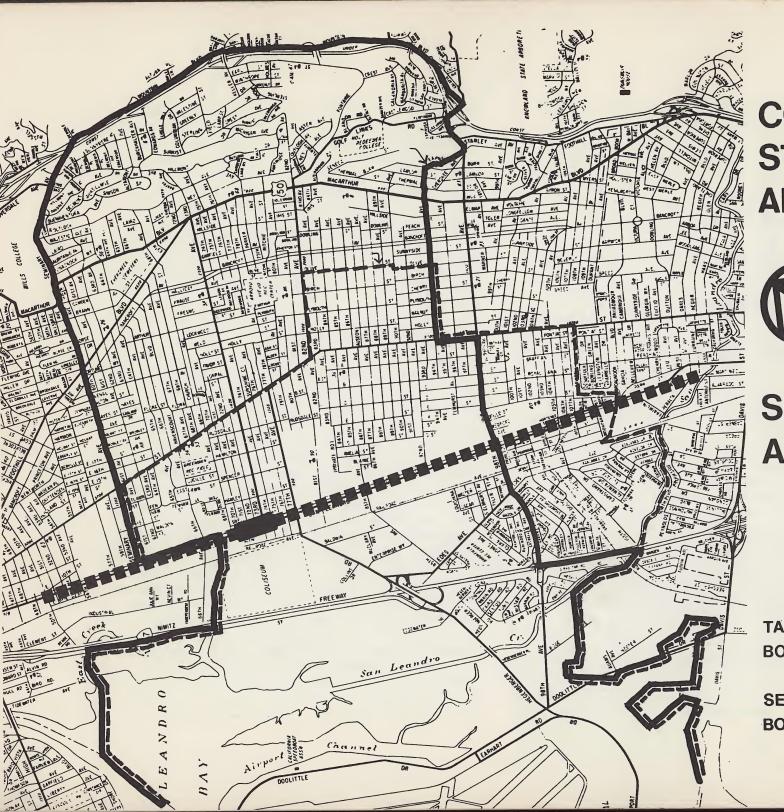
employment and training programs provided by some of the firms in the industrial park and airport area have helped support a prediction that 5000 to 8000 new jobs -- in hotels, wholesale establishments, airport activities, offices, etc. -- will be created in this area in the next 10 years. Many of these are supposed to go to long-term unemployed or underemployed people.

The importance of this development trend in the Port area to the BART station's more immediate surroundings are threefold. First, the connection between the BART station and this very sizable concentration of employment could be very decisive in the City's overall economic efficiency. The number of jobs each firm is actually able to supply may be materially increased by the capacity of public transportation to serve its labor supply; economic efficiency of each parcel may be raised proportionally to this added degree of accessibility. Secondly, potential land use near the station itself may be enhanced by close identification with the successful Port industrial development, which should help to bolster land values in the station vicinity and make it profitable for owners of certain obnoxious and underused industrial properties to sell out for more appropriate uses. Lastly, the evidently strong demand for land near San Leandro Bay is important to consider in planning for possible non-revenue-producing activities near the water, for recreation or other public purposes.

Other economic effects of the new combination of public improvements in the Coliseum area are becoming apparent. The Real Estate Research Corporation's economic study for the Port 26 noted

that the motels along Hegenberger Road between the Coliseum and the Airport were operating far below capacity in 1965, but that increasing air travel and Coliseum patronage would greatly improve the market for such transient activities. The tendency of traveler-oriented activities to cluster near the Coliseum has led the Port to reserve a large property west of the Nimitz for later commercial development. With a similar expectation, industrial zoning on either side of Hegenberger up to the Western Pacific tracks has been recently changed to C-40 Thoroughfare Commercial.

Between the BART station and the Coliseum complex, there are at present no concentrated commercial facilities whatsoever. The frequency of use of the combined Coliseum facilities will be more than 50 percent greater than typical facilities elsewhere, with crowds expected to range from 3000 to 60,000 per event day. The BART station itself will generate an additional 8000 or more commuters daily. This exposure suggests that land surrounding the BART station, some of it now zoned and developed as industrial, heavy commercial or residential land, will become more valuable when developed to serve the retail needs of this new market. Resulting commercial activities might be focused specifically on the convenience and entertainment demands of people in that area just to use the transit station. As an alternative, commercial development could be somehow diversified to serve the additional everyday consumer needs of people residing nearby, since the nearest shopping facilities to this neighborhood, on East 14th Street, are limited in their convenience and comprehensiveness.



COLISEUM STATION AREA



SERVICE AREA

TARGET AREA D
BOUNDARY

SERVICE AREA
BOUNDARY —

SOCIAL INFLUENCES ON DEVELOPMENT

The East Oakland Area in which the Coliseum BART station is located has experienced rapid change in its population makeup during the past decade. In general the change is part of an area-wide shift of people between different parts of the City. Largely this has been a movement of non-white from West Oakland to East Oakland, with a concurrent movement of whites toward South-Central Oakland (between East 14th Street and Mac-Arthur Boulevard) or to the hills and other locations outside the city. The statistical appendix to this report indicates some of this change.

Broadly, surveys indicate a very heavy shift between 1960 and 1966 from an even racial mixture to heavily non-white and to younger larger families occupying households, as well as a substantial rate of total population increase. The rate of overcrowded housing rose during the six-year period, from about one-fifth to one-quarter, twice as high a rate as the next most crowded area, Fruitvale. 27 Fortunately, the housing supply in East Oakland is relatively new, more than half of it built after 1940, nearly onequarter of it after 1950. Nearly 80 percent of the units are sound, and only 5.2 percent dilapidated beyond repair. New construction has continued but since 1960 has been predominantly in small, multifamily structures, and in public housing projects. Still, about two-thirds of the housing is singlefamily, and the number of owner-occupied housing units remained almost constant from 1960 to 1966 even though white owners declined in number. The decline of owner-occupants as a percentage of total population in the area may be attributed to the increased number of apartment units.

Occupational categories have remained remarkably static; further, male unemployment as a percentage of the total civilian labor force has not changed since 1960, remaining near 10 percent. The growth in the nonwhite share of the total unemployed is almost directly proportional to the growth in nonwhite population. The 1966 rate of nonwhite households below the poverty level, 28 however, is somewhat greater than proportional.

Planning staff meetings with residents of the neighborhoods near the Coliseum station 29 revealed a strong preference that the area continue to be primarily low density. Turnkey public housing units are being proposed for many parts of East Oakland, but few are sought near the station because of overcrowded school facilities in the area.

Between 1960 and 1966, there was a drop in the proportion of the area's workers employed in the City of Oakland, together with an increase in the proportion of employed elsewhere in Alameda County. Significantly, the percentage of workers who walked to work continued quite low, while those riding the bus increased. The percentage of households with no car available increased to about one-quarter of the total, but still this rate was considerably less than that in the other target areas. The percentage of people using a private auto or car pool, as their means of transport to work, at 76 percent in 1966, is higher than the citywide average of 71.1 percent and is substantially higher than any of the other target areas.

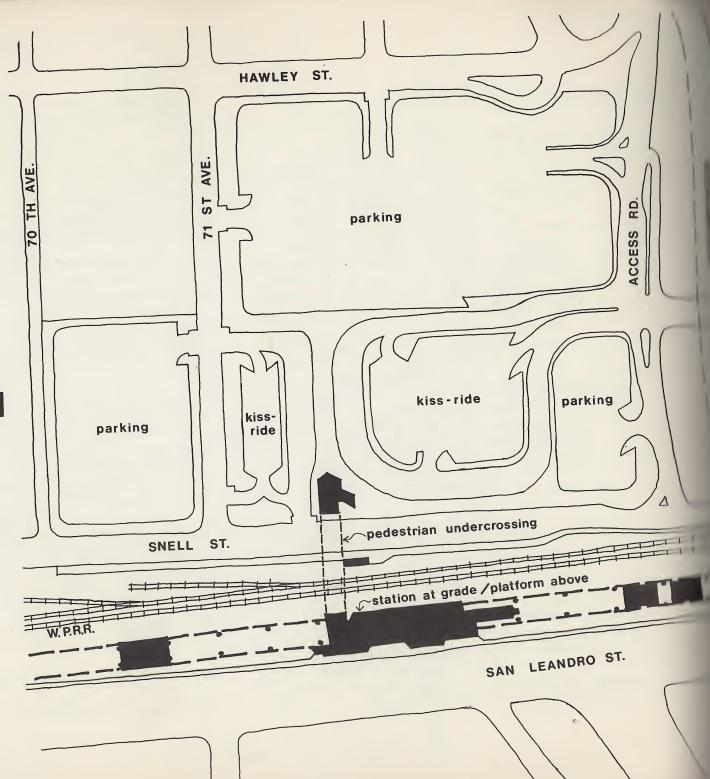
PROPOSED AND PROGRAMMED PUBLIC IMPROVEMENTS

The recent infusion of new population growth de-

COLISEUM STATION AREA



SITE PLAN





scribed above reversed a previous trend. Population before 1960 had been growing older and declining in number near the Coliseum; capital improvement expenditures by public agencies tended to go to other areas where school and park facilities were in great demand. Portable schoolrooms had seemed an adequate interim solution to space needs where school-age population was dwindling. Acknowledging a deficiency of public facilities, in 1964 the Citizens Advisory Committee proposed an expansion of the sites and buildings of Havenscourt Junior High, Lockwood Elementary, Highland Elementary, and Woodland Elementary Schools. 30 Since that report, however, projected increases in enrollment by 1973 have been greatly reduced, in all cases except Highland Elementary School, estimating lesser enrollments than now attend these schools. Portable buildings now provide accommodations for

the current "bulge" in school-age population. School officials expect that scattered "turnkey" public housing units and moderate-priced apartments in the Acorn Redevelopment project in West Oakland will substantially reduce the growth pressure on schools in the Coliseum area by 1973. If a new attempt is made to have a school bond issue passed in 1970, the need for classroom space will not be so urgent as was anticipated in the 1964 Citizens' report. The need for other kinds of space on the school grounds may, however, cause a relocation of either the Lockwood Elementary or Havenscourt Junior High School from their presently combined site. (See table.)

A Lockwood Branch Library will be built this year adjacent to the Lockwood school, to replace the rented quarters now on East 14th Street. It will be partially financed with federal funds and is expected to be heavily used during the day by elementary and junior high school students.

Park and Recreation facilities presently include the 6.76 acre Greenman Recreation Field adjacent to Havenscourt Junior High, and the playground facilities of the various elementary schools enumerated above. They are open to the public. To serve the wide area below East 14th Street, which has no suitable recreation facility, a proposal has been made for a Lockwood Recreation Center adjacent to the school. Appropriation of funds for land acquisition and improvement, to be assisted by a federal Neighborhood Facility grant, has been postponed to a later date.

A table of existing and projected school enroll-ments compares existing site size with standards recommended by the California State Department of Education as follows, 31

	1968	1973	Existing	Recom-
School	Enrollment	Enrollment	Site	mended
Havenscourt Jr. High	1172	1152	(acı 11.96	22.5
Lockwood	1393	1284	5.60	13 +
Highland	1005	1142	2.87	12 +
Woodland	563	436	2.55	7 +

The deficiency of total space for buildings, circulation and recreation is explainable in terms of rapid enrollment increases in an area where available land for expansion is very scarce. Building space may be provided with portable structures and later permanent construction of multi-story facilities. However, the deficiency of physical education space, which could also be used by the community at large, is especially striking.

ACCESS TO THE STATION

At the present time there is no grade-separated transit link planned between the Coliseum BART station and Oakland International Airport. Such a connection seems inevitable as a means of relieving the tremendous automobile access and parking pressure the air terminal will generate just a few years from now. Passenger travel through Oakland Airport is expected to more than double in the years between 1968 to 1971, from 1.8 million to 4 million passengers.

Indicative of a need similar to Oakland's, City of Cleveland, Ohio, is inaugurating the world's

first rapid transit service from the downtown business district directly to a major airport, the Cleveland Hopkins International Airport. 33 The new Southern California Rapid Transit District Report (May, 1968) strongly recommends special transit express passenger service to Los Angeles International Airport, where projected airline passenger volume may leap from 18,125,000 to 57,500,000 between 1967 and 1975, more than tripling in an eight-year period. 34 Philadel-phia officials are also considering special train service to the airport for carrying its own threefold expansion from 5 to 18 million by 1980 in passenger volume.

Feeder bus transit service, with a simple extension of 57 line proposed in the Northern California Transit Demonstration Project report, 35 would connect many points in Oakland with the airport. The remaining weak points would be free quency of scheduling, compromised travel needs of those bound for the airport with other miscellaneous passengers enroute, baggage handling, and peak hour congestion of surface traffic. In order to utilize the capacity of BART service to overcome some of these objections, Westinghouse Electric Corporation recently submitted a propose al to build an elevated rapid bus line, running on exclusive grade-separated right-of-way, and costing \$9 million to construct. It would resemble the system tested during the past two years near Pittsburgh, Pennsylvania, and would extend some 3 1/2 miles from the BART station to the alrport passing along Hegenberger Road, on each trip to and from the station, making a short loop to serve the Coliseum complex. It would appear that the main limitation of either the surface or elevated bus service from the BART station to the airport would be the necessity for transferring

from one mode of travel to another. This would complicate baggage handling, and reduce the competitive attraction of public transit relative to taxi or automobile usage.

Concerning bus service between nearby residential areas and the BART station, extension of the 57 route and diversion of the 56 route will improve what is presently a very incomprehensive coverage of the neighborhood near the Coliseum. In an area where automobile transportation to work is so predominant, it may be highly important to make BART service readily accessible as an alternative.

Patronage of the station in 1975 is expected to be approximately 834 people boarding and alighting on an average day. Almost 90 percent of these will be trip "productions," 36 and about 60 percent of the patrons are expected to use public feeder transit in getting to or from the station. According to a recent forecast, 37 approximately 50 percent of the patronage of the station will reside above (toward the hills) East 14th Street, and almost 15 percent of the total will reside above MacArthur Boulevard.

The future use of BART trains for travel to Coliseum events is not yet accurately predictable. It is known that attendance at Coliseum and Arena events will be relatively high throughout the year, with fewer of the fluctuations and inactive periods which characterize stadium facilities in other cities. It seems likely that BART trains could carry a significant number of Coliseum bound patrons, considering the speed and wide regional coverage, but only after a direct pedestrian or vehicular link is established between the station and the Coliseum. Until a link is

complete, the only way to get into the stadium area from BART is to travel along Hegenberger Road to the present entrance at Enterprise Way, or 66th Avenue to Coliseum Way. The difficulties which AC buses now encounter in moving quickly to loading points would continue unabated, negating a large part of the advantage that might be gained by using BART trains. If the linkage problem can be solved, however, BART trains could be expected to carry nearly one-fifth of the sports fans attending a major event. As an indication of the market potential, AC Transit buses carried between 10 percent and 15 percent of the attendance at 1967 football games, which typically drew about 50,000 people per game.

THE BART FACILITY

The contract for finishing the shell of the Coliseum station has already been let, with an estimated cost of \$1.5 million. It is a center-platform structure adjacent to the Western Pacific Railroad tracks, with an 800-car parking lot across the tracks connected to the station concourse by a pedestrian undercrossing. The total for this station will be \$6.2 million.

Both the station architecture and the parking lot placement have been criticized. Participants in the Planning Department's rapid transit roundtable discussions stressed the difficulties of tying together functions of the Coliseum Complex with those of the station, separated by a drainage canal, railroad tracks, intervening private property, and a major traffic arterial. The connection was made more difficult since the expensive pedestrian grade separation to the parking lot was designed on the side of the station away

from the Coliseum, requiring some type of duplicate separation to connect in the other direction.

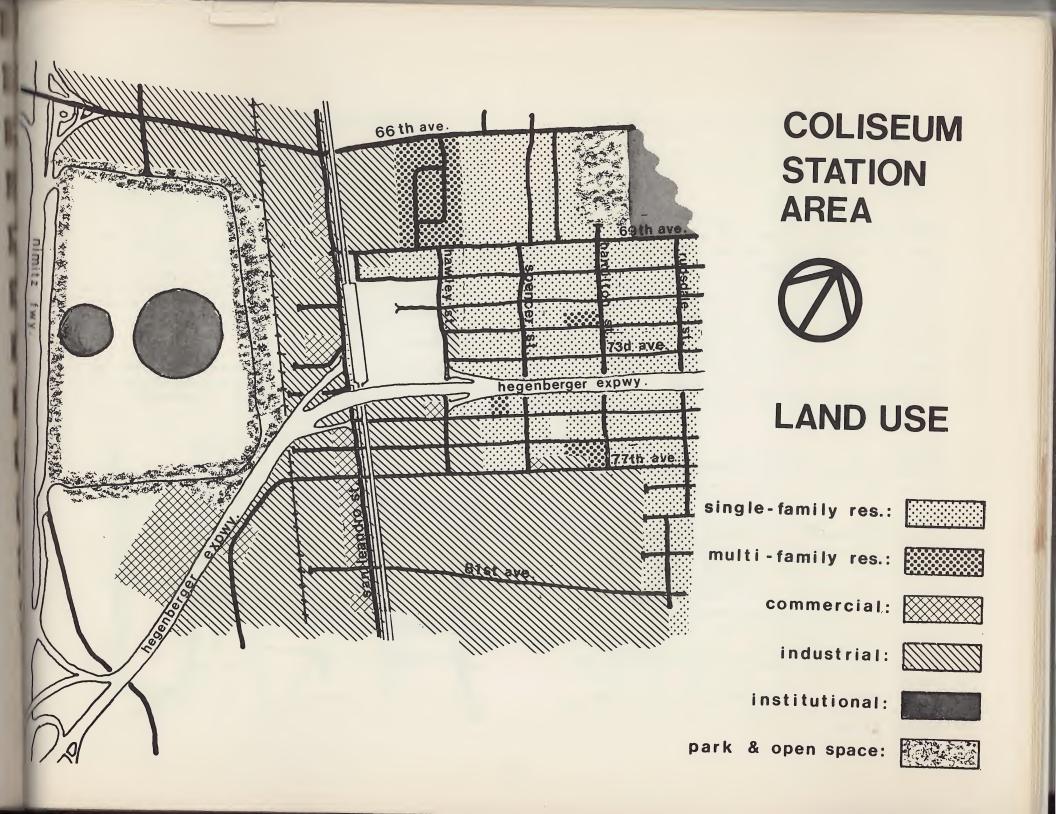
From a design standpoint, some critics complain the ground-level enclosure of the station, made of metal sandwich panels, bears too little relationship to the station structure. On the plus side, however, an architectural model of the facility indicates that other elements of the facility are spaced so that a viewer can easily see through to the opposite side. This may be an advantage in future attempts to stress the relationship to the station of activities toward the Coliseum.

The pedestrian connection to the Coliseum Complex, according to qualified observers, must sooner or later be built. The main unresolved questions concern the source of financing and design details. The planning staff study earlier referred to recommended a combination elevated and at-grade walkway to link the two facilities, over a right-of-way purchased by the City. The recommendation seemed to offer the best solution to crossing major physical obstacles, while retaining the potential pedestrian amenities which could be developed along the 900-foot distance to and from the Coliseum.

LAND USE ANALYSIS

Residential. The underlying characteristics of the housing supply in the Coliseum station's vicinity have already been outlined in the "Social Influences on Development" portion of this report. There is some evidence of an incompatible mixture of residential with industrial uses near the station. This was also reflected in the area cleared for use as the BART parking lot between San Leandro and Hawley Streets, where 12 industrial and 8 "residential" structures were removed. Most of this mixture of uses, industrial and residential parcels being side-by-side. occurs from Hawley Street down to the station, and well as on the northwest side of 77th Avenue, practically all the way up to East 14th. The remaining residential neighborhood is quite uniformly devoted to low density housing. Review of building activity within walking distance (1/4 to 1/2 mile) of the station indicates that practically all new residential construction since approval of the BART bond issue in 1962 was of small 2-to 4-unit dwellings. The barrier which will be established by the BART aerial structure. between the residential area and the Bay, will not be a new one. Railroads and non-residential land use achieved this long ago, and there appears to be little chance for any new residential development to occur in the next 20 years on the Port's bayfront property.

The condition of residential structures, as indicated earlier, is relatively good. An earlier proposal to establish an urban renewal project including the Coliseum station community was based upon a finding of slightly more than 20 percent unsound residential properties, a large number of them susceptible to rehabilitation rather than clearance as remedial action. 38 This project, if funding had been available, would have removed some of the conflicting land uses which threatened the stability of neighborhoods, and would have helped to finance the installation of some physical amenities appropriate to residential neighborhoods. This same general area is now being



considered as a part of the City's Neighborhood Development Program for which Federal assistance would be requested to undertake discrete renewal actions, aimed at improving the livability of the adjoining residential area.

Commercial. There are virtually no retail establishments within walking distance of the Coliseum BART station except the White Front Department store, an outdoor vegetable stand and several service stations, all of which are oriented to automobile trade. The only convenience-type retail stores are located along East 14th Street, beyond the geographical scope of this study, but also fairly far removed from practical pedestrian usage by residents of the residential area.

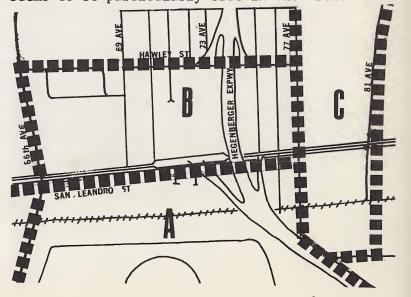
<u>Institutional</u>. The only institutional uses near the station site are two small churches located on 71st Avenue.

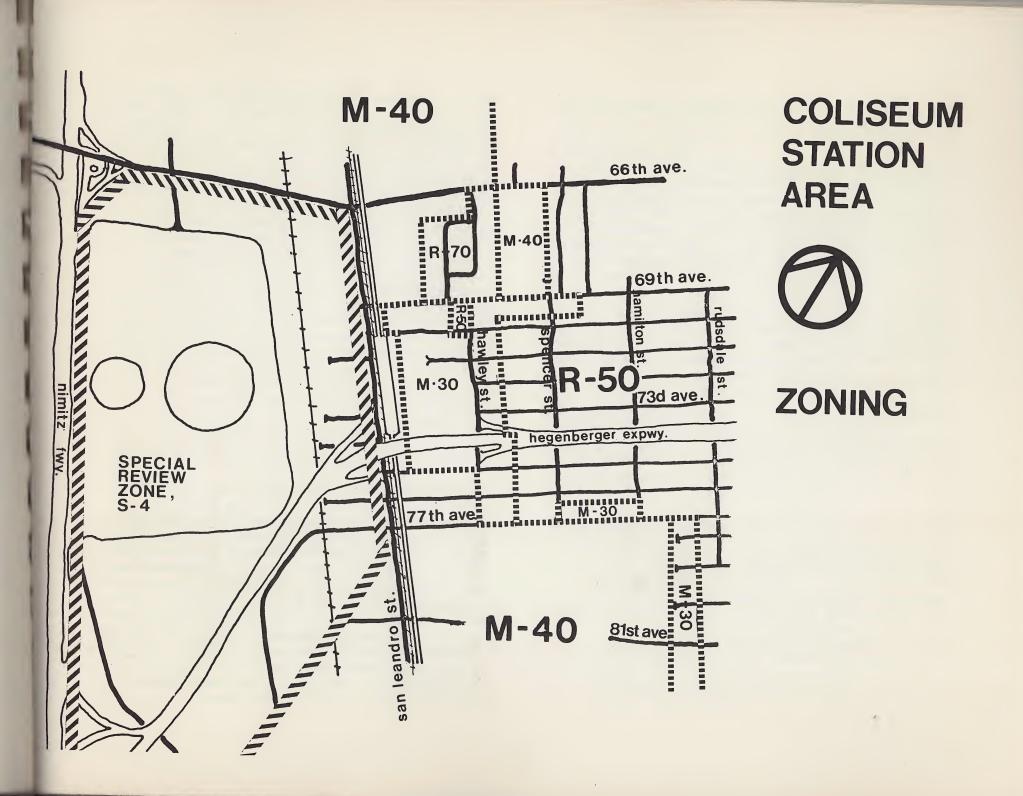
Office. Most of the offices in this area are sales or administrative offices integrally related to industrial or heavy commercial operations.

Industrial. The clearance of industrial properties near the BART station to make room for both the station parking lot and the Hegenberger Expressway overcrossing provided a break in the previous continuity of industrial development along the railroads. As a result, the remaining industrial properties between 69th and 77th Avenues above San Leandro Street now appear somewhat scattered and unrelated. There are now approximately 3000 people employed within walking distance of the station. The firms there engage in metal fabrication, food processing, building material manufacture and sales, warehousing and numerous other activities.

Of the industries and heavy commercial operations which do remain within walking distance of the new station site, their most common characteristic is a very open type of land development. Enclosed buildings actually account for a relatively small proportion of the total land committed to these uses, perhaps 40 percent or less. The remaining open space is being used for material storage, vehicular storage and servicing, and truck loading. The resulting average density of employment is consequently quite low. The average floor area ratio for most of the area considered, measuring the percentage of building coverage to total land area, is approximately 40 percent.

Building patterns in the Coliseum station area are on the average about three times more extensive than that estimated to be necessary and efficient for modern industrial structures. This seems to be particularly true in the areas "A"





and "B" closest to the BART station. Area "C," further south of the station, exhibits more intensive use of floorspace.

Average land values computed from County assessment rolls may give some indication of the relative profitability of land in the three locations suggested above. In Area "A" the land value is pegged at an average of \$1.30 per square foot, although recent experience in acquiring right-ofway for the Hegenberger Expressway and BART indicates a market value closer to \$2. In area "B," assessed values indicate 91 cents per square foot, but right-of-way acquisition costs were closer to \$1.50 per square foot. In area "C," assessed values are based on a value of \$1.23 per square foot, without much recent acquisition experience in this area to suggest a different actual market value of land there. The table below summarizes:

Area	Average Appraised Value*	Actual Acquisition Value	Improvement/ Land Value Ratio**		
"A"	\$1.30 sq.ft.	\$2.00 sq.ft.	1.16		
"B"	.91 sq.ft.	1.50 sq.ft.	2.45		
"C"	1.23 sq.ft.		1.59		

Sources: *County of Alameda Assessment Rolls, 1968 and City of Oakland Eng'g. Dept. estimates.

**Ratio derived by dividing property improvement value averages by land value averages; high ratio indicates high investment in development of land.

An important qualification of these measures of intensity and value of development is that the averaging process covers up numerous individual exceptions. The Sunshine Biscuit plant on 81st Avenue in area "C," for example, is built on land with an assessed value of \$1.27 per per square foot, has a high employment density of 156 square feet of floor space per employee, and the assessed value of its improvements is almost six times greater than assessed value of the land. The intensity of land usage is also distorted by the averaging process, as in area "B" where building coverage is assumed to be 40 percent and where average square footage of building space per worker is 1669 feet. A striking exception in this area is the scrap yard near 77th Avenue and San Leandro Street, where on 80,000 square feet of land there are just 700 square feet of building (one percent coverage) containing a total of three employees or 230 square feet of floor space per employee.

The development of these space-using industrial and commercial activities in this location appears to have been based mostly upon access to rail, freeways and other industrial support functions. For the most part they no not lend themselves directly to usage of air freight service, nor would they be important users of rapid transit service for transporting employees or customers. None could be said to depend heavily upon pedestrian exposure. There is also a certain amount of potential disharmony with the residential neighborhoods which border the industrial district, and in some places residential structures interweave with industrial ones.

Circulation. The widening and improvement of San Leandro Street, associated with construction of the BART line, will accommodate major volumes of through and local traffic in an east-west direction. In addition, the eventual completion of the Hegenberger Expressway will carry a great amount of through traffic to and from the airport and the southern crossing connection, as well as commuter traffic to and from the BART station, totaling about 84,000 vehicles in 1990. It is to be hoped that these new facilities will be equal to the task of absorbing the enormous vehicular traffic which will surely be generated by the combination of Southern Crossing, new industries, airport, Coliseum, and BART station. They offer the opportunity to divert such traffic, as well as present overflows, away from local residential streets.

Hegenberger Road will carry large volumes of north-south traffic. This facility will essentially split the residential neighborhood immediately north of the BART station.

With completion of the Hegenberger overcrossing at San Leandro Street, 77th Avenue will be closed at the Western Pacific Railroad track. The cross streets remaining open will be 69th, 75th and 81st Avenues. The purpose of restricting cross traffic to these streets is to reduce the number of hazardous crossings of the Western Pacific tracks. The weakness of this scheme is that peak-hour traffic may be drawn along 75th Avenue up to East 14th, passing through the middle of the residential area, unless some restrictive measures are devised to prevent this.

PLANNING GUIDELINES FOR THE COLISEUM STATION AREA

Existing environmental problems in the Coliseum station area could restrict the benefits afforded by rapid transit. Obsolete land uses unrelated to transit in some cases obstruct natural connections between the station and other facilities. Industrial needs already may be compromised by close proximity to non-industrial activities, a situation which may intensify when transit and airport traffic increases along the same circulation facilities.

Beyond this incompatibility, however, the unstable land use situation holds considerable promise of becoming a new and unique kind of district, attractive for a new combination of uses.

The major physical structures emerging create opportunities to invest in esthetic enhancement of the general surrounding area. The following guidelines may indicate actions which could capitalize on the initiative already taken by public and private investors.

1. Residential

(a) Construction of transportation facilities in this area has interrupted the continuity of industrial development. Since residential development prevails just beyond the industrial zone near the tracks, some extension of housing should probably occur to bring its influence closer to the station. The partial reduction of industrial uses in residentially-developed areas may in some places be continued to the point of complete elimination.

- (b) There is a perceptible tendency of new housing in the past five years to medium density, conforming to the existing R-50 zoning. To satisfy this existing and future demand for medium-high density housing, without changing the character of existing single-family areas, apartments should probably be encouraged near the station itself
- (c) If funds become available for it, a Code Enforcement or Rehabilitation Urban Renewal Project could bring subsidized loans into the area for home improvements. The former program could allow federal contributions to undergrounding of drainage and accompanying street improvements, both of which are needed in some parts of the area surrounding Coliseum station.
- (d) Appropriate screening should be established along the rear property lines of houses backing up to the Hegenberger Expressway. Funding might come from gas taxes or beautification funds, and might relate to some continuous public space leading to the BART station and Coliseum Complex.
- (e) A continuation of the public space mentioned above might well follow the path of the publicly-administered drainage canal circling the Coliseum parking lot to San Leandro Bay. If a recreation space on the Bay, either passive or active or both, can eventually be created, it would be a great amenity to the residential area connected to it in this way. So connected, the effect on property desirability should become analogous to that exerted by Lake Merritt on its surrounding areas.

2. Commercial

- (a) The most significant new factor affecting the commercial potential of properties near the Coliseum station is their predictable exposure to pedestrian traffic. The 8000-car parking lot surrounding the Coliseum and the 800-car parking lot adjacent to the BART station may be thought of as poles of a magnet, generating an attraction for people who must get out of their cars for a time and move about as pedestrians. In addition, there may be, in a few years' time, more than 5000 people arriving for certain Coliseum events on BART trains, becoming potential patrons of commercial establishments on their transfer to and from the Coliseum.
- (b) The retail needs of these different groups of pedestrians may vary considerably, depending on the time of day and their main directions of pedestrian travel with respect to the two facilities. As a gross generalization, it could be assumed that BART commuters would be in the market mainly for convenience shopping, and Coliseum-bound patrons in the market for recreational and entertainment-type expenditures.
- (c) The convenience-type purchases may in the first years of BART's operation be largely absorbed by the (as yet unannounced quantity) retail space provided within the BART station itself. But the excess of this trade, should a market become apparent, ought to be located on the edge of the parking lot, which is also best located for everyday shopping needs of the nearby residential neighborhood. If a sizable demand

- for high-density housing arose near this station, the location and scale of such a retail shopping area could be modified accordingly.
- (d) The demand for recreationally-oriented expenditures, depending heavily upon customers generated by Coliseum attendance, could quite possibly be well served by establishments in the 400-foot deep strip of industrially-used land between the station and the Southern Pacific Railroad, if indeed a pedestrian link is established through this strip to the Coliseum. This potential demand may be affected somewhat by the Port of Oakland's reserve of land just across the Nimitz Freeway, to be developed for commercial use and someday connected to the Coliseum area with a pedestrian bridge. The Port's land has a certain competitive edge in being clear now, adjacent to the freeway and the new 66th Avenue interchange and therefore exposed to a market wider than Coliseum patrons alone. Probably the basic difference between the retail usability of the two areas lies in the mainly autooriented potential of the Port land along the freeway, and the combined pedestrian and auto-oriented potential of the land next to the BART station.
- (e) The earlier staff report on the Coliseum area explored the different strategies the City might adopt with respect to locating a commercial development. It concluded that the site between the Coliseum and BART station had the advantage of superior location, but the disadvantage of being presently committed to low-intensity indus-

trial uses. To prevent piecemeal development and waste of the design opportunities presented by the adjacent slough and pedestrian link to the Coliseum, the report suggests a need to go beyond merely rezoning the land from industrial to commercial. Public acquisition and sale or lease-back for private development, with City design controls, is set forth as an alternative. In view of the great importance to the function and esthetic quality of the Coliseum-BART relationship, this alternative appears to have great merit.

In studies to test the feasibility of such a publicly-guided investment, maximum versatility of commercial land use should be sought. That is, the combined consumer demands of BART commuters, Coliseum sports fans, and local residents could be used as a guide to diversifying the retail establishments. The differing access needs, also, should be carefully considered in any unified design of a commercial complex, to include pedestrian paths, auto-access to and from the expressway, parking for several different purposes. It was suggested in one of the planning roundtable discussions that because parking is such a profitable use of land in this area, the ground level should be reserved for this, with all pedestrianoriented activities built on a second level at which the pedestrian link to the Coliseum would also be located.

3. Recreational

Aside from a continuing need to upgrade

existing recreational space in the adjacent residential neighborhood, the BART-Coliseum relationship creates two special recreation development opportunities.

- (1) One is the provision for special pedestrian attractions and pathways as part of a commercial development design adjacent to the BART-Coliseum link. This could include outdoor cafes, special landscaping along the sloughs which border the potential commercial area, and plazas built into any commercial site development.
- (2) The second opportunity is physically more remote from the BART station, but at least equally as important as the first. This has to do with a link to San Leandro Bay, with public recreational development available along that Bay's shoreline. The details of ownership, development and operation of such an area are the subject matter of other studies. The essential thing is to underline the importance of linking whatever recreational opportunities are developed with the BART station and simultaneously with that part of the East Oakland community residing in the Coliseum vicinity.

4. <u>Industrial</u>

(a) Industrial areas should be redefined in terms of their interference or non-interference with BART possibilities and its adjacent residential and commercial potential. The criteria could include functional relevance, esthetic appearance, obsolescence of a particular indus-

trial activity in that location, land and improvement value, traffic generation and general high performance standards.

- (b) If zoning is changed to commercial or residential and the industrial uses remain for an indefinite time as nonconforming uses, some of the following means of bringing about a change to compatible land usage might be attempted, in order of ascending urgency:
 - (1) Application of strictly-enforced performance standards, so that when it becomes a financial hardship for the industry to comply, its management will tend to sell out for a more appropriate use.
 - (2) Increased special taxation of open land within a certain well-defined pedestrian radius of the BART station, on the premise that proper land use would raise its value, would lead to more intense and suitable uses.
 - (3) Outright public purchase, selective clearance and re-sale of land as part of an urban renewal project.
- (c) If land is to remain industrial, it might be gradually converted to a modified industrial park, including landscaping and other esthetic standards. This could draw some industrial growth now attracted to the Port's development nearby, and could be based on many of the same advantages.
- (d) Better direct access to the BART station

could be an attraction to a number of industries best housed in multi-storied industrial structures, using a high number of employees to manufacture their products.

5. Circulation

- (a) Attention should be given to provision of a public transit link from the BART station to the airport.
- (b) There should be no stop-gap compromise transit links to fill the need. Major investment in a subsidiary system which requires passengers to transfer between modes of transit to the airport, with a transfer of baggage as well, does not seem wise at the present time. To compete with private surface transportation, the transit trip should probably be by means of a spur or a branch line of BART itself, going direct between downtown Oakland and the airport, making a few well-selected stops along that route.
- (c) Financing an extended BART service should not be expected from the District itself for the immediate future. Since it would most immediately benefit the City of Oakland's economy and convenience, perhaps the Port itself could arrange financing, with major assistance from federal transportation demonstration funds. EDA loans might be applicable if job development opportunities can be demonstrated as part of the linkage.
- (d) Vehicular traffic generated by BART is likely to overflow at peak hours onto

local streets paralleling San Leandro Street in one direction, and the Hegenberger Expressway in another. It is important to selectively discourage such traffic from all but major arterials which surround rather than penetrate the residential area east of the station.

In this regard, it seems advisable to reconsider the use of 75th Avenue as the main northern access from San Leandro Street. This would seem to encourage eastward traffic to use 75th Avenue as a kind of frontage road to the expressway, with potential adverse effects on the residential properties facing it, reinforcing division of the neighborhood. It is suggested that a closure of 75th Avenue be made just beyond the on-ramp to the expressway, thus encouraging through traffic to use Hawley and 77th Avenue rather than 75th Avenue.

(e) Other approaches to the BART parking lot should be restricted to 66th, 69th, 71st and 81st Avenues. Street diverters to create loop streets should be installed at intersections within the residential area if significant overflow traffic develops.



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APPENDIX

APPENDIX

EXCERPTS OF POPULATION AND HOUSEHOLD CHARACTERISTICS*

Comparisons of 1960 and 1966 Statistics

		ANTI-POVERTY	TOTALS				
AREA A (Including MacArthur Station)		AREA B (Including West Oakland Station)	AREA C (Including Fruitvale Station)	AREA D (Including Coliseum Station)	All Target Areas	City of Oakland	
TOTAL POPULATION 1960 1966	28,893 25,650	57,625 43,460	39,563 41,160	33,227 37,990	159,308 148,250	367,548 373,460	
Ethnicity White, 1960 White, 1966	11,669 40.4% 6,160 24.0%	16,691 29.9% 13,020 30.0%	29,945 75.7% 25,070 69.9%	16,149 48.6% 9,170 24.1%	74,454 46.7% 53,420 36.0%	270,523 73.6% 243,250 75.1%	
White with Spanish Surnames 1960 1966	1,011 3.5% 480 1.9%	3,265 5.7% 3,910 9.0%	6,294 15.9% 7,470 18.1%	3,730 11.2% 3,930 10.3%	14,300 9.0% 15,790 10.6%	23,729 6.5% 35,730 9.5%	
Nonwhite 1960 1966	17,224 59.6% 19,490 76.0%	40,934 71.0% 30,440 70.0%	9,620 24.3% 16,090 39.1%	17,076 51.4% 28,820 75.9%	84,854 53.3% 94,490 63.7%	97,025 26.4% 130,220 34.9%	
Male Civilian Labor Force 1960 1966	6,884 6,160	11,571 8,200	9,395 8,670	6,898 6,910	34,748 29,940	90,770 88,320	

^{*}Contained in <u>Housing and Population Tabulations from the 701 Household Survey of Oakland</u>, Survey Research Center, (Berkeley: University of California, August, 1968.)

	AREA A	AREA B	AREA C	AREA D	All Target Areas	City of Oakland
Female Civilian Labor Force						
Employed 1960 1966	4,758 4,500	5,863 5,950	5,237 5,330	3,599 4,220	19,451 20,000	53,848
Unemployed 1960 1966	417 490	1,212 17.1% 1,060 15.2%	759 12.7% 1,360 20.3%	513 12.5% 1,100 20.6%	2,901 13.0% 4,010 16.7%	4,529 7.8% 7,420 10.8%
OCCUPIED HOUSING UNITS						
Median Value 1960 1966	\$12,600 \$17,100		\$11,700 \$16,500	\$11,200 \$15,300	\$11,700 \$16,146	\$14,200 \$20,800
Median Gross 1960 1966	\$71 \$86 (21% increase)	\$64	\$68 \$89 (31% increase)	\$75 \$94 (plus 25%) (15% increase)	\$62 \$80 (29% increase)	\$73 \$98
PLACE OF WORK		(15% Include)	(31% Increase)	(15% Increase)	(29% Increase)	(27% increase)
Total, Inside SMSA 1960 1966	10,002 10,430	14,251 13,800	12,856 13,960	9,793 11,110	46,902 49,310	129,837 148,270
San Francisco 1960 1966	874 8.7% 1,320 12.7%	811 5.6% 1,490 10.8%	702 5.4% 1,740 12.4%	658 6.7% 850 7.6%	3,045] 6.4% 5,400 10.9%	10,673 8.2% 17,500 11.8%
City of Oakland 1960 1966	6,343 63.4% 5,890	10,469 73.5% 8,300 60.1%	9,518 73.2% 66.8%	6,256 63.8% 6,530 58.7%	32,586 69.4% 30,060 60.0%	90,696 69.8% 91,140 61.4%

	AREA A	AREA B	AREA C	AREA D	All Target Areas	City of Oakland
PLACE OF WORK Remainder Alameda Co. 1960 1966	2,281 22.8% 2,690 25.7%	2,441 17.1% 2,480 17.9%	2,276 17.7% 2,480 17.7%	2,684 23.2% 3,200 28.8%	9,682 20.6% 10,869 22.0%	24,515 18.8% 31,820 21.4%
AUTOS PER HOUSEHOLD One Auto 1960 1966	5,888 56.6% 4,400 45.4%	8,401 38.0% 6,470 38.5%	7,142 51.8% 6,850 49.6%	5,619 60.8% 4,630 47.0%	27,050 49.1% 22,630 44.%	70,374 52.5% 65,530 47.9%
Two Autos 1960 1966	1,321 12.7% 1,640 16.9%	1,395 6.4% 2,280 7.3%	1,833 13.3% 2,040 14.7%	1,757 19.0% 2,420 24.5%	6,306 11.4% 7,380 14.5%	24,230 18.1% 28,820 21.1%
None 1960 1966	2,953 28.4% 3,190 32.9%	11,434 53.0% 9,100 52.0%	4,438 32.2% 4,310 31.2%	1,702 18.4% 2,370 24.0%	20,527 37.3% 10,960 37.3%	35,485 26.6% 34,960 25.6%
MEANS OF TRANSPORT TO WORK All Workers Including Military 1960 1966	11,287 10,740	17,357 14,180	14,375 14,350	10,335 11,270	53,354 50,550	142,720 151,330
Private Auto or Car Pool 1960 1966	6,837 60.5% 6,470 60.2%	7,449 42.0% 8,000 56.4%	8,953 62.2% 9,500 66.2%	8,108 78.4% 8,570 76.0%	31,347 58.7% 32,540 64.3%	93,843 65.7% 107,660 71.1%
Bus 1960 1966	2,171 19.2% 2,640 60.2%	3,752 21.0% 3,900 27.5%	2,272 15.8% 3,450 24.0%	1,079 10.4% 1,870 16.5%	9,274 17.3% 11,860 23.4%	21,562 15.1% 29,850 19.7%
Walk 1960 1966	754 6.6% 1,130 10.5%	2,577 14.7% 1,390 9.8%	1,154 8.0% 1,140 7.9%	477 4.6% 560 4.9%	4,962 9.3% 4,220 8.3%	10,637 7.4% 8,340 5.5%